

DEPARTMENT OF EDUCATION AND SCIENCE

Annual Report 1977

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Department of Education and Science 1977

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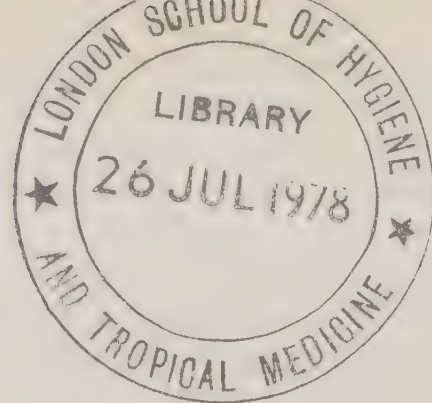
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Introduction



For many people, even those with no more than a passing interest in education, the year 1977 will be remembered as the year of the great education debate; a debate launched by the Prime Minister speaking at Ruskin College, Oxford in October 1976. In the course of his speech, he said that parents, teachers, learned and professional bodies, representatives of higher education, both sides of industry and Government all had an important part to play in formulating and expressing the purposes of education and the standards that were needed. He suggested that the role of education in modern society raised 'proper subjects for discussion and a rational debate based on the facts'.

As a central part of its response to that initiative the Department organised in the Spring a series of regional conferences focusing discussion on four aspects of school education: the curriculum; standards and assessment; teachers; and the relationship between school and working life. With these four subjects as a framework the Department published in July the Green Paper, *Education in schools*. In a foreword to the paper, the Secretary of State, Mrs Shirley Williams, said:

The proposals may be built upon, altered in the course of discussion, or superseded by developments that will emerge. There can never be final answers nor an end to debate. But there are times for self-examination followed by the setting down of new objectives and new ways of reaching those objectives. We believe we have now reached such a time, and this Green Paper is a response to it.

The first step towards implementing proposals in the Green Paper was taken in the Autumn when the Department issued a circular asking local education authorities to review their present curricular arrangements and inviting them to report back to the Department by June 1978. Another of the items in the Green Paper, the need for a closer understanding between schools and industry, was the subject of specific schemes set in hand by, among others, the Confederation of British Industry, the Trades Union Congress and the Schools Council.

This emphasis on the quality and organisation of school education was reflected in a number of other events that occurred during the year. In September the Taylor Committee's inquiry into the management and government of schools was completed and the Committee's report, *A new partnership for our schools*, was published. The report recommended an increased role for governing bodies newly constituted to give a greater voice to parents, teachers and other people from the local community. The report aroused a great deal of interest and consultations were still going ahead as the year closed. In December the Department sponsored a two-day conference at York to take stock of the current state of comprehensive education and its future prospects: a report on the conference will be published in 1978. And in March the Secretary of State set up a group under the chairmanship of Sir James Waddell to look into the proposals made by the Schools Council for a common system of examining at 16-plus; this group was asked to report to the Secretary of State in 1978.

Although these widespread discussions on the quality and organisation of school education tended to dominate the year's activities, there was another factor having an almost equally significant effect on policy and forward planning; the continuing downward trend in the birthrate leading for the first time since 1963 to a drop in the school population. In January 1977 the total number of pupils in maintained nursery, primary and secondary schools reached a peak of just under 8.5 million. The reduction in numbers estimated to have occurred by the end of the year, though small in itself, represented the beginning of a decline that is likely to bring numbers down to 7.5m by 1983. The implications of this decline continued to be a major preoccupation within the Department: in June it issued a circular asking the local educational authorities to assess their future school population trends and consider how school premises might best be used; the debate on school building policy for the coming period of population decline was taken a stage further in November by the publication of *A study of school building* a report based on a two-year investigation by an interdepartmental group of officials.

These dominant themes of quantity and quality in school education made 1977 a crucial year for developments in the initial and further training of teachers. After a long and difficult period of consultation, final decisions on the future structure of the initial training system were announced in the Summer. But although the demographic trends moved towards a decrease in the size of the initial teaching system there was still evidence of a shortage of teachers for certain subjects; during the year the Secretary of State announced a scheme to promote the training of teachers in these shortage subjects.

In the field of further education, participation in full-time courses at the non-advanced level continued to expand, markedly in the 16-18 age range; but part-time and evening participation dropped. After a rather slow start, the Department's pilot schemes of 'unified vocational preparation' designed to provide part-time further education for young people employed in occupations where there has traditionally been little or no systematic education and training, began to develop on a significant scale. In higher education the year saw the appointment of a working group under the chairmanship of the Minister of State to review arrangements for financial control and planning in the maintained sector, the promotion of a limited number of high quality first degree courses in engineering, and preparatory discussions on an industrial scholarship scheme jointly sponsored by Government and industry.

During the year the Council of the European Community published its first directive affecting education, a directive calling for special measures to meet the needs of the children of migrant workers from other member states. The first grants from the Community budget for educational study courses were made and in November the first group of pilot projects in a major Community programme on the transition from school to work were announced, including two in the United Kingdom.

During 1977 the Department continued to give strong support to the arts and the library system. Despite the pressures on public expenditure, the amount of money placed at the disposal of such bodies as the Arts Council and the national museums, the British Library and local library authorities was broadly the same, in real terms, as in the previous year. While this did not generally permit new developments except at the expense of existing activities, work continued on a number of major projects including the

preparations for the new British Library building on the site next to St Pancras Station.

The Department gave undiminished support to scientific research, mainly through the Research Councils. This is a long-term activity and its many striking results are achieved only over time. Within 1977 four landmarks deserve special mention. The super proton synchrotron was inaugurated at the European Organisation for Nuclear Research in Geneva: this machine will make possible new advances in our understanding of the basic structure of matter and its construction is a major act of European scientific co-operation, in which the UK has played an important role. At the Science Research Council's Rutherford Laboratory a central laser facility was commissioned which has already achieved compression to very high densities. The Secretary of State also authorised the Council to construct a spallation neutron source at its Rutherford Laboratory: this facility will permit a new range of investigations of great potential for further fundamental discoveries in the physical and life sciences. Finally, in its first year of operation, the Genetic Manipulation Advisory Group successfully introduced a system of voluntary control of genetic manipulation experiments.

1 Primary and secondary education

Declining school population – provision for the under fives – educational organisation – school meals, milk and transport – handicapped pupils and special education – non-maintained schools – DES/DHSS collaboration

Declining school population

Numbers in schools

1.1 In 1977 the number of pupils in maintained primary and secondary schools in England fell for the first time since 1963. The fall in 1963 came after a long period of growth and was followed by an increase from 6.5 million to 8.4 million in the 13 years that followed; but the fall of 2000 in 1977 marked the beginning of an accelerating decline that is likely to bring numbers down to 7.5 million by 1983 and perhaps below 6.5 million by 1989.

Table 1. *Numbers of full-time pupils¹ in England (thousands)*

Age of pupils ²	January 1975	January 1976	January 1977
Under 5	489	509	466
5 to 11	4335	4264	4212
11 to 16	3462	3562	3647
17 and over	98	103	111
Total	8384	8438	8436

¹Including pupils in maintained primary, middle and secondary schools and also those attending immigrant centres. Pupils attending maintained nursery and special schools have been excluded.

²Ages as at 31 August of previous year.

Implications for schools

1.2 The implications for the schools of this decline influenced much of the Department's work in 1977. At the beginning of the year the Secretary of State told the North of England Education Conference:

The first consequences of that decline [in numbers] are visible in the half-empty classrooms in the infant schools of some of our new towns and big local authority estates as well as in many inner city areas. The closure of some old – and not so old – primary and secondary schools will be an economic necessity and should also bring educational advantages. As the falling numbers reach the higher age-groups, local authorities will have to give serious thought to their dispositions for sixth-formers, if they are to make reasonably economic use of highly qualified teachers and expensive equipment and buildings and at the same time to provide an adequate choice of courses and subjects. The further development of sixth form and tertiary colleges may well be an important part of this process. It is a major problem we need to work out well in advance, and it should be very much in the minds of those authorities that have not yet reorganised all their schools on comprehensive lines.

School closures

1.3 In Circular 5/77, issued in June, the Department gave advice to local authorities about falling numbers and school closures. The Circular concluded:

... where it can be shown that closure will not lead to a reduction in the quality of educational provision, that full consideration has been given to any social or other problems that may arise, that there will be significant financial savings, and that the problems appear to be outweighed by the educational and financial benefits, the general policy of the Secretary of State will be to approve proposals to cease to maintain under-used schools.

A study of school building, published in November by HMSO, suggested that for England and Wales 'the number of permanent places that might be closed by 1986 in the form of complete schools might be in the range between 390 000 and 860 000 – with a central estimate or variant of some 630 000 places'. This study is further discussed later in this Report (see 7.1 to 7.5). A consultation paper sent to local education authorities on behalf of the Secretary of State for Education and Science and the Secretary of State for Wales included the following passage:

The Secretaries of State recognise that closure, particularly of whole schools, will be influenced by educational and social as well as by financial considerations. The extent and pace of rationalisation are, therefore, open to discussion, but not the principle that there should be a visible response to demographic change. The general policy of the Secretaries of State will be to approve proposals to cease to maintain under-used schools, according to the criteria set out in DES Circular 5/77; and they intend to develop this policy further in the light of comments on the evidence and assumptions set out in the Study and its Annexes.

School population and building

1.4 With the continuing fall in primary numbers and the prospect of a fall in secondary numbers after 1979, the largest allocations for school building in 1978/79 (see 7.18), went to those local authorities in which the movement of population was expected to generate a demand for additional places. But all authorities benefited from an additional allocation of some £8 million in 1977/78 which formed part of the first special programme to assist the construction industry; and additional capital resources were made available for improvements to schools in some areas of Inner London and several other large cities with little or no need for additional places as numbers fell, as part of the Inner Cities Programme launched in 1977 (see 7.24).

School admission arrangements

1.5 The prospect of falling numbers also had implications for school admission arrangements. In the autumn the Secretary of State consulted widely on proposals for legislation designed to remove the inconsistencies in the operation of Sections 37 and 68 of the Education Act 1944. These inconsistencies had led to a situation in which parents could improve their prospects of obtaining a place at the school of their choice by withholding their child from school in breach of their legal duty and awaiting school attendance proceedings against them. It was envisaged that local authorities would have the right to fix planned operating capacities for their schools and that parents would have the right to express a preference for one school rather than another and to appeal both to the local authority and to the Secretary of State against a failure to meet such a preference.

Teacher supply, pupil teacher ratios and class sizes

1.6 The fall in pupil numbers also had effects on teacher training in England

(see Chapter 3) and Wales (see 11.4), on class sizes (see 3.2, 3.3) and on the deployment of existing staff (see 12.5).

12.1)

Provision for the under-fives

Availability of accommodation

1.7 The number of children in nursery schools and classes in England increased by about 19 per cent between January 1976 and January 1977 despite a fall in numbers in the relevant age groups. During 1977 a nursery building programme of £4 million was announced for 1978/79. In addition, it was decided that – for the first time since 1973/74 – resources within the enlarged urban programme should be made available for an expansion of nursery education. Falling primary numbers continued to offer opportunities for the conversion of surplus accommodation for use by nursery classes at less cost than that of new building; and in *Report of Education No 91*, issued in July, the Department gave guidance on the best means of achieving this.

Expenditure restrictions

1.8 Because of restrictions on current expenditure the number of rising-fives in school in England fell for the first time for many years. In January 1977, however, 90 per cent of them were attending primary or nursery schools, full-time or part-time; and the rate support grant settlement for 1978/79, announced at the end of 1977, allowed for the continued admission of rising-fives where this had remained the practice and for their readmission in areas where the practice had been discontinued.

Research into pre-school provision

1.9 Steady progress was made with a research programme to monitor the expansion of nursery provision, and by the end of the year nine projects had been launched. A study by HM Inspectors of the work of nursery centres, providing both nursery education and day care, was published (*Combined nursery centres*. Report by HMI and Social Work Service, Medical and Nursing Officers of DHSS. Free from DES.). The Department continued to work closely with the Department of Health and Social Security on the coordination of services for under-fives (see also 1.35). The joint circular letter on this subject, foreshadowed in the Green Paper, Cmnd 6869, (see 5.2), was sent to the printers at the end of 1977 for publication in January 1978.

Educational organisation

Proposals for school closures

1.10 Circular 5/77 emphasised that although the falling number of children would mean the closure of many schools the Secretary of State would continue to give detailed and sympathetic consideration to objections to proposals under Section 13 of the Education Act 1944 to close schools. During the year 105 such proposals were approved and three were rejected. One objector who had written to the Secretary of State in verse received the following explanation of the procedure:

When a local authority (with suitable majority)
decides that it should terminate a school.
It must publish its intent and say clearly what is meant
so that those affected may their views reveal.

on the 16th of September – a day you will remember –
the notices were published in the Press.

Anyone who disagrees (and there'll be a few of these)
should swiftly send their views to this address.

When two months have passed us by, we shall heave a mighty sigh
and gaze upon a massive heap of paper.

After thought with great precision, we shall come to a decision
over Lawnswood's future, based upon the data.

The Secretary of State, will every effort make,
the very best decision to attain.

And I surely can attest that the views you have expressed
will be borne in mind, with others in same vein.

Section 13 approvals

1.11 Table 2 gives details of all proposals approved under Section 13.

Comprehensive schools

1.12 In the decade to September 1977 the proportion of secondary pupils who were in comprehensive schools in England rose from 13 per cent to about 80 per cent. During the year more than 30 local authorities were required under Section 2 of the Education Act 1976 (see Education and Science in 1976 page 2 paragraph 8) to submit proposals for the elimination of selection in their areas, or revised proposals in substitution for those which the Secretary of State found unsatisfactory.

1.13 The Secretary of State announced on November 18 another special capital expenditure programme of £17 million in 1978/79 to facilitate reorganisation (see 7.18).

Voluntary schools

1.14 In 1977 nearly a quarter of all pupils in maintained schools attended some 8500 voluntary schools, about 5000 of them aided or special agreement and the rest controlled. The Department's grants for building work at aided schools (85 per cent of approved expenditure) under Section 102 of the Education Act 1944 totalled about £30 million during the year.

Table 2. Section 13 approvals.

	New schools		Significant enlargements		Significant changes in character		Discontinuance of schools	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
County	91	42	59	67	118	76	97	59
Voluntary:								
Church of England	6	5	16	5	48	7	53	3
Roman Catholic	4	10	10	9	7	23	11	5
Jewish	—	—	—	—	—	1	—	—
Methodist	—	—	—	—	—	—	1	—
Undenominational	—	1	—	5	—	7	—	3
Total voluntary	10	16	26	19	55	38	65	11
Total all schools	101	58	85	86	173	114	162	70

Included in the above Tables of discontinued schools are 57 rural schools

School meals, milk and transport

School meals service

Reducing operating costs

1.15 The Chancellor of the Exchequer announced in the House of Commons on 15 December 1976 plans to reduce public expenditure in the financial years 1977/78 and 1978/79. DES joint circular 15/76 announced the intention of the Secretaries of State to begin consultations about reducing the operating costs of the school meals service in those years. They sent a consultative document to those concerned on 24 January 1977 inviting suggestions on how economies might be made. The document emphasised that no part of the savings required would be found by increases in the meal charge over and above those necessary to give effect to the Government's intention to halve by 1980 the 1975/76 level of the school meals subsidy; that the nutritional standards of the school dinners should be maintained; and that the remission of meal charges for families in greatest need would be continued.

1.16 When the local education authority expenditure outturn figures for 1976/77 became available in September, it was clear that substantial economies against planned expenditure on the school meals service had already been made in that year. It was therefore likely that the savings envisaged in the Chancellor's statement would be achieved. Nevertheless, many valuable suggestions for reducing costs had been made in reply to the consultative document and at the end of the year the Department was preparing to issue a circular to local authorities drawing attention to the kind of economies that had been found to be practical.

Increased charges and free meals

1.17 In August, the Provision of Milk and Meals Regulations, 1969, were amended to increase the charge for a school meal from 15p to 25p in line with the Government's policy of reducing the subsidy on the school meals service. At the same time, the weekly income threshold for eligibility for free meals was increased by £6.80 at all points of the scale in order to bring the children of parents earning around the average industrial wage into entitlement. It was estimated that this would enable over half a million more children to have free meals.

1.18 In November, the remission scale was further revised to take account of improvements in supplementary benefit rates, and the allowance in respect of any special diets prescribed by a medical practitioner was also increased.

1.19 Publicity measures to draw attention to the new scales included distribution of a leaflet. To try to ensure that the revised rates were drawn to the attention of ethnic minorities, a poster for display in post offices and other public places was printed in eleven different language versions.

Meals served

1.20 The number of school meals served, both free and on payment, on one day in October 1977 as compared with earlier years are set out in Table 3. The number and percentage of free meals increased but the full effects of both August and November increases in the remission scales would not be known until the results of the January 1978 survey were available.

Table 3. *School meals served on one day to pupils in maintained schools in England*

Year	Number of meals served (thousands)			Percentage of pupils present taking meals	Percentage of meals served free
	on payment	free	total		
1977	3929	927	4856	61.7	19.1
1976	4724	779	5503	69.4	14.2
1975	4824	728	5552	70.3	13.1

School milk

1.21 The autumn census showed that 93.5 per cent of eligible pupils in maintained schools were taking free milk compared with 93.8 per cent in the previous year. Children receiving free milk on the recommendation of the school medical officer numbered over 31 500 or 1.3 per cent of the relevant age group compared with 1.6 per cent the previous year. On the day of the census 34 authorities were selling milk in 801 schools to about 30 100 pupils.

European Economic Communities (EEC) milk subsidy

1.22 During the year the EEC introduced regulations to pay a subsidy in respect of milk sold to schoolchildren at reduced prices, provided Member States themselves made a contribution equal to at least half the subsidy. Milk supplied free to schoolchildren would be eligible and at the end of the year plans were in hand to claim subsidy on such milk. Milk taken as part of the school dinner could also attract the subsidy provided satisfactory arrangements could be made for accounting for the milk consumed.

Home-to-school transport

1.23 Dissatisfaction with existing arrangements for the provision of home-to-school transport for schoolchildren continued. A practicable alternative that would not be ruled out on grounds of cost however proved difficult to find. The most promising possibility still seemed to be one which involved the introduction of a flat-rate charge for transport at present provided free, subject to suitable remission arrangements, the income so derived being used to assist with the cost of travel within the statutory distance limits. In order to examine this in more detail the Department, in consultation with the local authority associations, commissioned a study by the Local Authorities' Management Services and Computer Committee (LAMSAC) of the administrative and financial implications. The work was completed by the end of the year and a report was in preparation. Depending on the outcome of the study, proposals for new arrangements would be prepared.

Handicapped pupils and special education*Number of pupils*

1.24 There were over 131 000 full-time and part-time pupils in special schools (of whom nearly 122 500 were in maintained schools) in England in January 1977, including some 8800 receiving education in hospital (of whom about 95 per cent were in maintained schools). In addition, over 16 000 handicapped pupils were attending designated special classes in county and voluntary schools.

Fees at non-maintained special schools

1.25 On 1 April the Secretary of State relinquished the power to approve the fees charged to local education authorities by the non-maintained special schools and establishments for the further education and training of disabled persons.

The Warnock Committee and other developments

1.26 The Committee of Enquiry which was established in September 1974¹ under the chairmanship of Mrs Mary Warnock¹ continued its review of the educational provision for handicapped children and young people in England, Scotland and Wales and, at the end of the year, was hoping to submit its report early in 1978. The Committee on Child Health Services, whose report² was published in December 1976, made recommendations on health services for handicapped and other children which had implications for the educational service. These recommendations were being studied by the Department, in conjunction with the Department of Health and Social Security and the Welsh Office. They were also before the Warnock Committee in the latter stages of its inquiry. The Warnock Committee also considered the implications of Section 10 of the Education Act 1976 (See *Education and Science in 1976*, page 71 paragraph 29) in relation to the integration of special and ordinary education. In May the Department circulated a consultative document to local education authorities, teachers and voluntary interests inviting comments on how best to fulfil the intentions of the new legislation and on the timing of its introduction. The replies were being studied by the Department and the Warnock Committee. The comments received indicated general acceptance of the principle that as many handicapped children as possible should be educated in ordinary schools, but there was also a strong consensus on the need for careful planning before new schemes were introduced. In January the Secretary of State had announced her intention to await the outcome of consultations on the findings of the Warnock Committee before deciding when to appoint a day for Section 10 to come into force.

1.27 In July the Department commissioned the National Foundation for Educational Research to study, in cooperation with the local education authorities concerned, a selection of existing schemes involving integrated arrangements for educating handicapped children. The project, which started in September, was to extend over three years at a cost of £119 000. The schemes to be studied covered a range of categories of handicap (including sensory and physical handicap, educational subnormality and defective speech) and the intention was to discover those factors which make for successful integration in different settings. It was a basic feature of the research that it involved the active participation of local education authorities, teachers and other practitioners directly concerned with local schemes.

1. See *Education and Science in 1974*, page 5, paragraph 25; *Education and Science in 1975*, page 6, paragraph 30; and *Education and Science in 1976*, page 7 paragraph 28.

2. *Fit for the future*. The Report of the Committee on Child Health Services, Cmnd. 6684 (HMSO 1976).

Review of Circular 2/75

1.28 During the summer the Department conducted a review, on behalf of the Warnock Committee, of the procedures outlined in Circular 2/75 for the discovery, diagnosis and assessment of handicapped children. At the same time the special forms which the circular had introduced were reviewed by local education authorities and others concerned with these children.

Regional conferences on special education

1.29 In September, representatives of the nine regional conferences on special education met at the Department to discuss the surveys being done in each region of provision and needs relating to handicapped children and young people. These surveys were designed to encourage the collective discussion of common issues and problems and the coordination planning and use of facilities in a regional setting, including a concerted approach to the identification and remedying of deficiencies. The need for effective regional arrangements for the planning of special educational provision was increasingly evident, particularly in relation to the use by local education authorities of places in non-maintained special schools.

Non-maintained schools*Recognition arrangements*

1.30 The Secretary of State announced in June that, as a contribution to reductions in Civil Service manpower, the arrangements for recognising certain independent schools as efficient would be discontinued on 1 April 1978. The term 'recognition as efficient' was introduced some 70 years ago as part of a system of school finance long discontinued. All independent schools would continue to be subject to the requirements of Part III of the Education Act 1944, including those relating to registration and inspection. Subject to Parliamentary approval of the necessary amending regulations, all registered independent schools would be able to apply for entry to the Teachers' Superannuation Scheme administered by the Department.

Independent schools – statistics

1.31 Between 1963 and 1977, numbers in maintained schools rose by nearly a third (see 1.1), but numbers in independent schools fell by about a tenth to just over 4 per cent of the total school population. On 31 December 1977 there were 2240 schools on the register of independent schools. Of these nearly 1300 were recognised as efficient. 851 were finally registered and 95 provisionally registered. Four notices of complaint were issued during the year under Section 73 of the Education Act 1944.

Direct grant schools

1.32 The phasing out of the Government's financial support to Direct Grant Grammar Schools continued in accordance with the Direct Grant Grammar Schools Cessation of Grant Regulations 1975. Of 51 (out of a total of 154) schools which originally declared their intention to enter the maintained sector, 14 became maintained comprehensive schools in September (making a total of 18 so far).

Assistance to parents

1.33 DES Circular 6/77, issued in July, set out the conditions under which the Secretary of State, using her powers under Section 5 of the Education Act 1976, (see *Education and Science in 1976*, page 3, paragraph 9), would be prepared to approve arrangements under which local authorities take up or assist parents with the cost of places at independent and direct grant schools. It explained that arrangements under which the full cost of such places was paid without reference to parental means under Section 6(1) of the Education Act 1953 would normally be approved only where there was a shortage of places in maintained schools; and arrangements to give assistance related to parental means under Section 81(b) of the Education Act 1944 would normally be approved only where they were designed to widen parental choice on denominational grounds or where pupils needed boarding education and this could not be provided in maintained schools. To give effect to this policy new Scholarships and Other Benefits Regulations under Section 81 were made in August.

Local authority uptake of places in independent schools

1.34 By the end of the year 57 local authorities no longer had standing arrangements with independent schools, and by the end of 1977 the Department had considered the arrangements proposed by all but a handful of the remaining authorities. Approval had been given to proposals by 30 authorities to take up some 3000 new places in 1978/79, two-thirds of them for Roman Catholic children, pending secondary reorganisation: in 1976/77 the same 87 authorities took up over 5000 new places. Here again the prospect of falling pupil numbers, the theme of so much of this chapter, played a significant part.

DES/DHSS collaboration

1.35 During the year the Department continued to work closely with the Department of Health and Social Security in a number of areas where education has a part to play in matters of wider social concern and provision. The main topics covered jointly by the two Departments, which we mentioned elsewhere in this report, were: the coordination of services for the under-fives so that nursery education and day-care for young children could be provided together (see *1.9*); joint consideration of the Report of the Court Committee on Child Health Services (see *1.26*); continuing discussions about provision for children in trouble and the workings of the Children and Young Persons Act 1969 (see *5.26*); discussions about what both services could do to help prepare young people for responsible adult life – a topic covered in the Green Paper, Cmnd 6869, (see also *5.2*); and consideration of the developing arrangements for social work in education and the role of the education welfare service (see *5.28*).

2 Post-school education

Students in further and higher education – 16–19s in further education – higher education – other developments – organisation – universities – adult education – youth service and community provision – student support

2.1 In the higher education field the year 1977 saw the announcement of planning figures for 1981/82 for the universities and the maintained sector separately; the appointment of a working group under the chairmanship of the Minister of State to review the present arrangements for financial control and planning in the maintained sector; the promotion of a limited number of very high quality first degree courses in engineering with a pronounced orientation towards manufacturing industry; and the initiation of preparatory studies on an industrial scholarship scheme. The Polytechnics achieved their tenth birthday and publicised their achievements at a conference in the Festival Hall. It was the year when the higher tuition fees announced in 1976 came into effect. At the non-advanced level full-time education continued to expand both absolutely and as a percentage of the relevant age group, especially at the 16–18 level; but part-time and evening participation dropped. The Government made additional resources available for further education courses relevant to the needs of unemployed young people. After a rather slow start, pilot schemes of 'unified vocational preparation' designed to provide part-time further education for young people employed in occupations where there has traditionally been little or no systematic education and training, began to develop on a significant scale.

Students in further and higher education

2.2 Student numbers in further and higher education in England and Wales are given in Tables 4, 5 and 6.

Table 4. *Students attending maintained, assisted and grant-aided further education establishments including polytechnic but excluding adult education centres (thousands)*

	November 1975	November 1976 (Provisional)
Full-time	438	452
Sandwich	47	49
Part-time day	743	703
Evening only	802	718
Total	2030	1922

Table 5. *Student numbers in maintained, assisted and grant aided major establishments of further education, excluding adult education centres, and November 1976 (thousands)*

	Advanced		Non advanced		Total
	Full-time	Part-time	Full-time	Part-time	
Polytechnics (excluding teacher training)	91	54	6	25	176
Teacher training in Polytechnics	16				16
Other further education establishments(excluding teacher training)	39	71	281	1,271	1,662
Teacher training in other further education establishments	68				68
Total	214	125	287	1,296	1,922

The figures in Tables 4 and 5 exclude the number of students in the universities. If these are included the number of students in higher education are as shown in Table 6. (Higher education here means full-time and sandwich courses above the standard of GCE A-level and its equivalents. It includes the advanced part of further education (see Table 6), university courses and initial teacher training.)

Table 6. *Student numbers in higher education (thousands)*

	1975	1976 (Provisional)
Advanced further education		
full-time courses	215	214
part-time courses	123	126
Universities		
full-time courses	221	230
part-time courses	21	23
Total	580	593

16-19s in further education

2.3 The number of 16 to 19-years-olds in full-time and sandwich non-advanced further education continued to rise both as an overall figure and as a percentage of the age-group; the number and proportion of women also increased. Some 30 per cent of the total were studying for GCE O- and A-levels, with a further 20 per cent following courses leading to CGLI awards.

Education for the young unemployed

2.4 Administrative Memorandum 4/77, issued in February, drew the attention of local education authorities to the concession whereby unemployed young people might attend courses of further education for up to three days a week without losing their entitlement to supplementary benefit, provided that they remained available to take up employment at any time. Several authorities made provision of this kind for unemployed young people during the year.

Holland report and its implementation

2.5 In May the Manpower Services Commission published a report *Young people and work*. This report was produced by a working party on which the Department was represented, and recommended a coherent programme of opportunities for unemployed young people aged 16-18, to start in April 1978 and to be fully operative by September 1978. A further education and training component was to form an integral part of work experience under the programme, and various types of work preparation course were also proposed. The report became generally known as the Holland Report.

2.6 On 29th June the Secretary of State for Employment announced that the Government had, with minor changes, accepted the Holland Report's recommendations. Government funding was committed for a five-year period, subject only to an annual review. The annual estimated recurrent cost of the programme was £160 million. The Manpower Services Commission were invited to manage the programme. Approval to a complementary programme of temporary employment opportunities for unemployed adults—the Special Temporary Employment Programme, STEP—was announced at the same time.

2.7 In September, Circular 10/77 set out the contribution expected from the education service to the MSC's new programme. A further step was taken on 16 November with the announcement by the Manpower Services Commission of the details of 28 Area Boards which were to be set up during the first quarter of 1978 to manage the programme; this announcement also recognised the key role to be played by local education authorities in coordinating initiatives under the programme at the local level.

Extra places in further education

2.8 It was also announced on 29 June that resources would be made available to enable local education authorities to provide 9000 extra places in no-advanced further education in England and Wales by 1980/81, to complement the Manpower Services Commission's new programme for the young unemployed. Rate Support Grant settlements from 1978/79 would take account of expenditure for this purpose rising to £9.9 million a year, and £27 million would be added to the further education building programme over five years. Circular 10/77, already referred to, also gave details of this initiative, which stemmed from a general wish to improve and extend educational provision for school leavers faced with the prospect of unemployment. Local education authorities were asked to revise their building bids for 1978/79 in the light of the Circular, and many did so. The Council of Local Education Authorities and the Welsh Joint Education Committee had previously expressed support for this initiative, and their belief that every authority would wish to play, its part to the extent of its ability to do so.

Vocational preparation

2.9 The three-year programme of pilot schemes of unified vocational preparation, launched jointly by the Education Departments and Training Services Agency in July 1976, made slow progress initially. By the end of the 1976/77 academic year, only eleven schemes in England and Wales had started, nine fewer than had been anticipated. However, by December, forty schemes

had been approved for inclusion in the programme of which about half were organised by colleges of further education; the remainder were provided by industrial training boards, regional offices of the Training Services Agency or other bodies.

2.10 The main purpose of the programme was to develop and test new forms of education and training, planned as a single entity, for the many young people employed in jobs where at present no further education or training was made available. Mounting a pilot scheme involved convincing employers of the potential benefits to them of releasing employees to participate. Not all colleges of further education readily accepted this role, and many employers proved unwilling to release even small numbers of young people experimentally.

2.11 A number of measures for increasing the scale of the programme were decided upon in April. In December, an increase in the allowance paid to employers participating in the schemes took effect and a field organiser to assist in contacts with employers and recruitment was appointed. The National Foundation for Educational Research was commissioned to carry out an independent assessment of the programme to be concluded by September 1979.

2.12 Although the scale of the programme was modest, its value as an exercise in curriculum development for young people in employment was already becoming apparent. Some of the lessons being learned about the requirements of young people entering jobs at the minimum school leaving age also appeared to be relevant to the young unemployed and would be taken into account in the Manpower Services Commission's new programme. Useful information was being obtained about industry's difficulties in releasing young employees for courses and the type of course most likely to prove acceptable to employers and employees.

Further Education Curriculum Review and Development Unit (FECRDU)

2.13 The Unit, announced in December 1976, began work in January, under the direction of an independent Board of Management appointed by the Secretary of State (see 4.7). It focused its attention primarily on the immediate post-school stages of education: helping with the development of the pilot schemes of unified vocational preparation; working with the Manpower Services Commission and the education service on the education elements of the new Programme for Unemployed Young People and the complementary educational initiative; and reviewing curricula for young people of average or below average ability and no clear vocational or academic commitment.

Cooperation with the training and manpower services

2.14 Cooperation between the Department and the Manpower Services Commission (including the Training Services Agency) was further increased. Existing links were reinforced and new forms of cooperation developed to meet new needs. Significant examples of cooperation, on measures for the young unemployed and unified vocational preparation, have been mentioned above.

2.15 The Training and Further Education Consultative Group, the setting up of which was announced in the last annual report, held four meetings during 1977. The Group examined a number of important topics of mutual interest to the training and further education services, including unified vocational

preparation, the Training Opportunities Scheme (TOPS), the Manpower Services Commission's Programme for the Unemployed Young People and the complementary educational initiative. The Group also discussed a draft Administrative Memorandum on measures to improve cooperation between the training and further education services at local and regional level which was later issued as Administrative Memorandum 12/77. It would be a task of the Training and Further Education Consultative Group to see that the arrangements advocated in Administrative Memorandum 12/77 operated smoothly, and to consider where further improvements are needed.

Higher education

Student numbers

2.16 In November the Secretary of State announced higher education planning figures indicating that there would be 560 000 full-time and sandwich students in higher education in 1981/82. Implicit in the forecast was an increase in students following courses of advanced further education other than teacher training in England and Wales by about 39 per cent, compared with an increase of about 14 per cent in the UK University Sector.

Polytechnics

2.17 Addressing the conference of the Committee of Directors of Polytechnics in March the Secretary of State paid tribute to the achievements of the polytechnics and the important contribution they had made in meeting the educational needs of industry and commerce during a period of rapid expansion for higher education. Provisional figures showed that in November 1976 there were 178 082 students taking courses at polytechnics leading to recognised qualifications; of these 111 035 were full-time and sandwich, 46 573 were part-time day students, and 20 474 were evening only students.

Teacher training

2.18 Admissions to full-time courses of initial teacher training are given in Table 7. There is further discussion on the developments in teacher training during 1977 in the next chapter.

Working Group on the management of higher education

2.19 In February 1977, the Secretary of State appointed a Working Group under the chairmanship of the Minister of State with the following terms of reference:

To consider measures to improve the system of management and control of higher education in the maintained sector in England and Wales and its better coordination with higher education in the universities and, in the light of developments in relation to devolution and local authority finance, what regional and national machinery might be established for these purposes.

By the end of the year, the Group had held nine meetings and had begun to draft its report. This was expected to be published early in 1978.

Educational credit transfer

2.20 On July 21 the Minister of State held a meeting with interested organisations at which it was decided to commission a feasibility study on establishing and running an educational credit information service. This service, if estab-

Table 7. *Admissions to full-time courses of initial teacher training*

	1976	1977
Non-graduate entrants to colleges and Departments of Education:		
Men	4 600	2 819
Women	14 066	8 351
Total	18 666 ¹	11 170 ^{1,4}
Colleges of Education (Technical)		
Pre-service courses	1 175	1 040
In-service courses	241	208
Total	1 416 ²	1 248 ²
All teacher training courses	721	537
Graduates taking a one-year course of professional training:		
At university departments of education	4 862	4 980
At colleges and departments of education	5 513 ³	4 452 ³
Total	10 375	9 432

¹These figures exclude entrants who are not fully committed to teacher training.

²These figures include both graduates and non-graduates.

³Excluding graduates admitted to initial training courses in colleges of education (technical).

⁴Including entrants with second and third year of a BEd course.

lished, would record and provide information on credits given by academic and professional institutions in the United Kingdom towards further and higher educational and vocational qualifications, in respect of previous studies undertaken by students. The director of the feasibility study was appointed and would start work early in 1978. The study would be monitored by a steering committee of representatives of educational institutions, validating bodies and teacher associations under the chairmanship of Dr C C Butler the Vice-Chancellor of Loughborough University.

Council for National Academic Awards

2.21 In May the Secretary of State for Education and Science and the Secretary of State for Scotland announced the appointment of Sir Denis Rooke, Chairman of the Gas Council, as the new Chairman of CNAA in succession to Sir Michael Clapham.

Management education

2.22 The Department was active across the field of management education in industry, promoting the development of management education in Regional Centres of Management Education and other institutions. Close links were maintained between the Association of Regional Management Centres and the Conference of University Management Schools and between industry and commerce and the institutions involved in management education.

Other developments

Technician and Business Education Councils

2.23 The Department continued to work closely with the Technician Education Council (TEC) and Business Education Council (BEC). 1977 saw a major

step forward in technician education with the introduction of many new TEC programmes on which some 40 000 students enrolled. BEC's preparation of its new programmes continued, for introduction in 1978 and 1979 and thereafter.

Art and design education

2.24 Following discussions with TEC and BEC, it was decided that a national scheme of certification for vocational courses, as recommended in the report of the Working Group on Vocational Courses in the Design Technician Area (*Vocational courses in art and design 1974*, HMSO), could best be met by the establishment of a new Committee for Art and Design within the main structure of TEC. After consultation with the educational, industrial and professional interests concerned, TEC announced in July that it would set up such a committee. In October, the Secretary of State appointed Mr David Carter as Chairman of the new committee and a member of the TEC.

Recreation management training

2.25 A new Recreation Management Training Committee, appointed jointly by the Secretaries of State for Education and Science and for the Environment, was announced in April. Its task was to review training arrangements and needs in England and Wales for staff involved in the management of recreational and sports facilities.

Agricultural education

2.26 Further consideration was given to the establishment of a nationally recognised scheme of certification for craft level courses. At the end of the year discussions were continuing with TEC, BEC, the City and Guilds of London Institute and the agricultural industry.

Trades union studies

2.27 A grant of £650 000 to the TUC towards approved expenditure on trades union education and training in 1977/78 was made jointly by the Secretaries of States for Education and Science and for Employment.

Organisation

College government

2.28 Under Section 1(3) of the Education (No 2) Act 1968, the Secretary of State approved new Articles of Government for three further education colleges maintained by local authorities in England and Wales. At the end of the year discussions with LEAs were proceeding in respect of five colleges awaiting formally approved Articles.

2.29 Revised Articles of Government were similarly approved for 75 further education colleges.

2.30 New or revised Instruments and/or Articles for eight institutions created or enlarged by mergers under Circular 7/73 were approved as appropriate. Two of these were polytechnics enlarged by amalgamation with former colleges of education, five were new institutions created by mergers of further

education colleges with colleges of education and one was an institution created by amalgamation of colleges of education.

2.31 Revisions to Instruments and/or Articles were also approved by the Secretary of State for four colleges of education diversifying as a consequence of Circular 7/73.

Equipment

2.32 In November, DES Circular 13/77 introduced revised arrangements for the approval of purchases of equipment for teaching or research at establishments of further education. The main aims were to simplify procedures and to confer a greater measure of responsibility on local education authorities. Approval from the Department was no longer required where the equipment cost less than £10 000. The existing arrangements for approval of equipment costing more than £2500 continued to apply to voluntary establishments, other than those assisted by a local education authority.

National Advisory Council on Education for Industry and Commerce

2.33 At the end of October the Secretary of State announced her decision to discontinue the NACEIC after 31 December 1977. The future of the Council had been under review for several years and limited extensions had been given to it since 1975. It was originally established in 1948 and after nearly 30 years there were clear arguments for some change in the arrangements. If only to remove uncertainties on the part of the Chairman and members, further *ad hoc* extensions were considered impracticable. Whether or not a new replacement body more suited to present conditions was needed would be studied in the light of other awaited developments in the further education field, in particular the report of the Higher Education Working Group chaired by the Minister of State for Education. This would be published early in 1978.

2.34 In February the Council considered the Secretary of State's background paper, *Educating our children* (see 5.1), and the Manpower Services Commission's document, *Towards a comprehensive manpower policy*. Meetings of the Standing Committee were held in March and July, and in September when the main item for discussion was the Green Paper *Education in schools*, Cmnd 6869. At its final meeting in November the Council received and considered reports from the Standing Committee on this and other items.

Student union finance

2.35 Towards the end of the year the Secretary of State initiated discussions to find a more accountable system of financing the student unions which would be acceptable to all parties concerned (including the institutions and the students themselves). The aim was to complete discussions and consultations to a timetable that would allow agreement of a new system in 1978.

Overseas students

2.36 Circular 1/77 dated 14 January amplified the Secretary of State's announcement in the House of Commons on 25 November 1976 about the level of fees. It also asked LEAs in consultation with colleges to begin to restrict intakes of overseas students with a view to an eventual reduction of numbers to the 1975/76 level of enrolments.

2.37 In a statement on the Rate Support Grant settlement for 1978/79 issued on 18 November, the Secretary of State said that the existing level of fees both for home and overseas students would be maintained in real terms for next year; recommended levels would be announced shortly in a circular.

Race Relations Act 1976

2.38 The coming into force of the Race Relations Act 1976 made it necessary for the Secretary of State to approve for the purposes of Section 41(2) of the Act existing policy on overseas students (see *Education and Science in 1976*, page 17, paragraph 24). This approval was embodied in Circular 8/77 dated 18 August which dealt with differential fees, hostel charges, discretionary awards and also arrangements to restrict, from 1 September 1978, the numbers of overseas students to 1975/76 levels.

Universities

Finance

2.39 During the 1972-77 quinquennium the established methods by which Government supports the university system came under great strain from the national economic situation and from the shortfall in student numbers by comparison with the growth assumed in the original settlement of grant for the quinquennium. There were a number of significant developments: the effect of high rates of inflation on the supplementation of grant; cuts in grant because of the economic situation; increases in fees in 1975/76 and again in 1976/77; the complete revision of grant for the last two years of the quinquennium; and the suspension of the quinquennial system, with annual announcements of grant.

2.40 As a result, the actual amounts of recurrent grant for the later years of the quinquennium were substantially lower in real terms than those announced in the quinquennial settlement.

Table 8. *Universities' recurrent grant (Great Britain)*

Academic Year	Quinquennial settlement		Actual grant
	at 1972/73 prices	at the price levels of each year	
	£million	£million	£million
1972/73	302.9	302.9	303.3
1973/74	316.7	345.8	349.3
1974/75	333.0	441.6	413.1
1975/76	352.0	585.7	513.0
1976/77	372.4	678.5	581.0

However, if actual student numbers and increases in fees are also taken into account, the difference between actual and expected unit income (income from grant and fees, per student) was comparatively slight, about 1 per cent in 1976/77.

Table 9. *University income from grant and fees, per student (Great Britain)*

Academic Year	Quinquennial settlement		Actual
	at 1972/73 prices	adjusted to the price levels of each year	
	£	£	£
1972/73	1333	1333	1353
1973/74	1345	1472	1519
1974/75	1345	1784	1738
1975/76	1330	2213	2125
1976/77	1302	2373	2348

The quinquennial settlement itself was based on a reduction of about 2 per cent in unit income between 1972/73 and 1976/77 and so the overall reduction over the period was of the order of 3 per cent.

2.41 The uncertainty about future levels of financing was of as much concern to universities as this reduction in their income and they, and the University Grants Committee, strongly urged the Department that their planning horizons should be extended beyond the single year, implicit in annual announcements of grant. The Government had, throughout 1975/76 and 1976/77, appreciated the force of this argument and in the announcement made on 28 March 1977 of the recurrent grant for 1977/78 put forward a scheme intended to meet these difficulties. This allows for each announcement of firm grant to be accompanied by provisional indications of the level of grant for the following three years: year by year the provisional grants would be made firm and an 'indicated' year added. Although the universities would have preferred the announcement of firm grants for five years, the economic situation and the uncertainties of student demand made that course impossible.

Table 10. *Grants announced, firm for 1977/78, provisional for following years (Great Britain)*

Academic Year	1977/78	1978/79	1979/80	1980/81
£ million	562	556	564	572

These grants were later reduced by £9 million in the first year and £7 million in each of the later years—the cost of the increases in National Insurance contributions from which the universities were later exempted. Direct comparison with the grant of £581 million for 1976/77 would be misleading because, apart from the differences in price bases, the grant for local authority rates was from 1977/78 made part of recurrent grant. Moreover, grant in that year was reduced to reflect the increases in tuition fees referred to in the Annual Report for 1976. Taking all these factors into account and using the inflationary factors then assumed for government spending generally it was calculated that university income from grant and fees would fall by about 1 per cent between 1976/77 and 1977/78.

Table 11. *Grant for furniture and equipment, firm for 1977/78, provisional for following years (Great Britain)*

Academic Year	1977/78	1978/79	1979/80	1980/81
£ million	35.1	39	39	42

Student numbers

2.42 The announced grants were not directly related to exact student numbers but it was assumed that there would be 293 000 full-time and sandwich-course students in universities in Great Britain in the academic year 1981/82. However, on 30 November 1977, the Secretary of State announced the revised planning figure of 310 000 university students in 1981/82. The government considered the financial consequences of this change which would represent a 14 per cent increase over the 271 800 students in universities in 1976/77.

2.43 The provisional number attending universities in Great Britain in 1977/78 was 280 000 (232 500 undergraduates and 47 500 post-graduates).

University building

2.44 Details of the universities building programme are given in 7.25 to 7.28.

Student residence

2.45 The report of the research project on student residence, commissioned by the Department in 1973 and undertaken by the Centre for Research in the Social Sciences at the University of Kent, was submitted to the Department during the summer. The purpose of the study was to provide information on the scope for increased home-based study and also on the general housing market within which students look for accommodation and on the preferences of students, parents and institutions for different types of accommodation. Interested educational bodies were invited to submit any comments that they might have on the report to the Department.

The Open University

2.46 A recurrent grant of over £29 million was allocated to the University for the academic year January – December 1978. The grant took account of the proposed admission of 21 000 new undergraduate students in 1978 (bringing the total student body to about 59 000) and of the production and remaking of courses. An additional allocation of £32 000 to the Financial Assistance Fund (formerly the Student Hardship Fund) brings the Department's contribution to this fund to £89 000.

2.47 The course tuition fee was reviewed and the University was advised that an increase from £45 to £52 would be appropriate for the 1978 academic year.

Adult education*Advisory Council for Adult and Continuing Education (ACACE)*

2.48 The Secretary of State, recognising the increasing importance of provision for adult and continuing education, established an Advisory Council for Adult and Continuing Education with the following terms of reference:

To advise generally on matters relevant to the provision of education for adults in England and Wales, and in particular

- a. to promote cooperation between the various main bodies engaged in adult education and review current practice, organisation and

priorities, with a view to the most effective deployment of the available resources; and

- b. to promote the development of future policies and priorities, with full regard to the concept of education as a process continuing throughout life.

The Council met for the first time in October under its Chairman Dr Richard Hoggart, Warden of Goldsmiths' College, London. The 22 members of the Council are appointed in a personal capacity although they are drawn from the main areas of interest in adult education. The Council has an independent Secretariat.

Adult literacy

2.49 In its report on activities in 1976/77, *Adult literacy: developments in 1976/77* (HMSO £1.50), published in November, the Adult Literacy Resource Agency also made recommendations for provision after its planned winding up on 31 March 1978. In the light of these recommendations, the Department agreed that, for the longer term, the future of adult literacy needed to be seen in the context of adult basic education as a whole and the new Advisory Council for Adult and Continuing Education was asked urgently 'to advise on the best way of building on the adult literacy campaign of the last three years in order to create and implement a coherent strategy for the basic education of adults, including provision for adult literacy'. Meanwhile, the Department agreed to the continuation of a central focus for adult literacy matters in the form of an Adult Literacy Unit within the National Institute of Adult Education, with Government funds of some £330 000 per annum for the period April 1978 to March 1980. About two-thirds of the Unit's funds would be available for development projects and the support of essentially innovatory work in the voluntary sector. The central role of local authorities in adult literacy provision was reflected in the terms of the 1978/79 Rate Support Grant settlement. At the end of the year the final arrangements for the setting up of the new Unit were in hand.

Local authority provision

2.50 Provisional figures show that about 1 700 000 students were enrolled by local education authorities at adult education centres in November 1977. (This number does not include those at major establishments of further education on comparable courses.)

2.51 During the 1976/77 academic year, nearly 3300 short courses involving some 89 000 students were held in residential establishments maintained or assisted by local education authorities.

Responsible bodies

2.52 Courses provided by university extra-mural departments and the Workers' Educational Association were attended by some 250 000 students (England only) in the 1976/77 session compared with more than 252 000 in 1975/76.

2.53 The Department's normal grant towards teaching costs in extra-mural departments and Districts of the WEA totalled about £3 700 000 in the 1976/77 session compared with £3 365 000 in 1975/76.

2.54 In March, the Department announced agreement with the WEA on a shift in the emphasis of the Association's provision for 1977/78 and subsequently towards education for the disadvantaged, work in an industrial context, and social and political education. To ensure that this work will be adequately funded, and to avoid a recurrence of the deficits incurred in previous years, the total grant made to the Association was increased by some £100 000 per annum and the Regulations were amended to allow the grant to be applied also to organising costs (Further Education (Amendment) Regulations 1977, SI 1977/887). To clear the stage for the new regime, Districts' deficits totalling £79 000 at the end of the 1976/77 session were cleared by a special supplementary grant.

National associations

2.55 The Department's grant towards expenditure incurred by a number of national associations in providing educational services totalled £131 000 in the financial year 1976/77 compared with £90 700 in 1975/76.

Long-term residential colleges

2.56 The number of students on courses (other than short courses and summer schools) at the long-term residential colleges of adult education for the 1976/77 academic year was 473 which included 201 new admissions. The Department's grant aid to the colleges amounted to £703 000 compared with £686 000 in the previous year. In addition, a grant of £39 000 was made towards capital development.

2.57 During the year, agreement was reached with a consortium of northern local education authorities on the proposal to establish a Northern College for Residential Adult Education in the vacated premises of the former Wentworth Castle College of Education in Barnsley. The College will provide a mix of the long and short-term courses. The Department was to grant aid to the establishment's long-term provision at the rate of £30 000 per annum and students on such courses would be eligible for State awards. At the end of the year, arrangements were in hand for the opening of the College in September 1978.

Youth service and community provision

The Youth Service Forum for England and Wales

2.58 The Forum met in April and September. In April it was decided to set up a working party to look at the resources available to the Youth Service and to consider what changes might be desirable to meet the present and future needs of the Service.

Training for youth and community workers

2.59 With the start of the new course at Cartrefle in North Wales twelve courses were offering training for youth and community work students. In June, the first two-year course at Durham University, run by the Delegacy for

Extra Mural Studies in association with the National Association of Boys Clubs, was completed. From September 1978 the Department would assume responsibility for funding this course.

Full-time youth workers

2.60 According to the register maintained by the Department, the number of full-time youth workers employed by local education authorities and voluntary youth organisations at the end of June 1977 was 2418. This shows an increase over 1975, the last full year for which figures were available, when 2206 were employed.

Capital grants for local youth and community projects

2.61 Grants allocated by the Department through local education authorities for projects in England started in 1977/78 totalled over £1.25 million for voluntary youth projects and more than £2 million for voluntary village halls and community centres. The corresponding figures for Wales were £20 000 and £109 000 respectively. Grants amounting to almost £62 500 in England and £18 000 in Wales were offered directly by the Department to the sponsoring bodies for national and regional projects.

2.62 During the year, consideration was given to the possibility of increasing rate support grant sufficiently to enable local authorities to take full responsibility for the contribution from public funds to voluntary youth and community projects. This would have meant that the Department would not have made grants for projects started after March 1978. In the event it was decided, in the light of representations which had been made by a large number of organisations and individuals and the advice received from the Youth Service Forum, that the existing arrangements would continue.

National voluntary youth organisations

2.63 The Department's grant towards headquarters and training expenses of national voluntary youth organisations in England and Wales was £794 000 in 1977/78, including £19 000 for special development work.

Student support

Mandatory awards

Triennial review of student grants

2.64 In recent years the rates of mandatory awards have been increased annually to take account of inflation, and a review of the system is undertaken every third year. A triennial review fell due in 1977, but in view of the Government's general policy of restricting increases in public spending it was not possible to introduce any major changes in the arrangements. Nevertheless, the rates of grant were increased to take account of inflation and some minor improvements were made. In announcing these changes on 28 March the Secretary of State said that she would reassess both the rates and structure of the student support arrangements when economic circumstances permitted.

New rates of mandatory awards

2.65 The new rates represented increases of 20 per cent (for students living

away from home and attending institutions in London) and 15 to 16 per cent (for other students) over the rates for 1976/77.

Table 12. *Main rates of grant for students*

	1976/77 £	1977/78 £
London	955	1145
Elsewhere	875	1010
At home	675	785
Students receiving free board and lodgings	380	430

2.66 The grant rates for students away from home rose from £340 in 1967/68 to £1 010 for 1977/78 (£370 to £1 145 for London), an increase of 197 per cent (209 per cent for London) compared with a rise in the retail price index over the same period of 200 per cent.

Tuition fees

2.67 Following the increase to £500 in the recommended rate of tuition fees charged for advanced courses, the awards arrangements were revised so that from 1977/78 the full fee of £500 would be paid for all students with mandatory awards irrespective of their own or parents' or spouse's income. In settling the Universities' recurrent grant and the rate support grant for 1977/78, provision was made to assist students suffering hardship as a result of the increased fees.

Child benefit and tax allowances

2.68 From April 1977 tax free child benefit allowances replaced family allowances, and from that date child tax allowances were reduced. Although this represented an improvement for most families, since child benefit more than made up for the reduction in tax allowances, students over 19 or those on advanced courses were not eligible for child benefit. In order that parents of these students should be adequately compensated for the reduction in tax allowances the parental contribution scale was adjusted and a new minimum maintenance grant of £80 was introduced. Transitional arrangements were agreed with the Inland Revenue and local education authorities to protect the position of the parents of certain students not covered by these provisions.

Parental contribution

2.69 The parental contribution scale was also adjusted to take account of inflation. The result of this and the change indicated above is to raise the residual income at which contributions start from £2 700 in 1976/77 to £3 200.

Other changes

2.70 Other changes included:

- i. extending the scope of mandatory awards to courses for the higher diplomas of the Business Education Council and Technician Education Council (qualifications which will in time replace the Higher National Diploma);
- ii. allowing students to receive up to £500 by way of sponsorship by employers or scholarship income without reduction in grant in addition to the normal income disregard of £215;

- iii. relaxing the conditions for eligibility for an award relating to previous study;
- iv. changes in the rates of allowances for students' dependents to bring them more into line with supplementary benefit rates;
- v. improving the rates and conditions for payment of the allowance for older students;
- vi. extending the time limit for applications for awards.

Discretionary awards

2.71 Representations were received about the effects of financial restriction on the system of local education authority discretionary awards. These awards are available, at the discretion of individual authorities, to students who do not qualify for mandatory awards, either because they do not satisfy the conditions of eligibility or because they are on courses to which mandatory awards do not apply. After consultations with the local authority associations the Department undertook a survey of discretionary awards to establish whether the position was changing. Provisional results were announced in answer to a Parliamentary Question on 16 December; they showed that in 1977/78 when public expenditure was subject to considerable restraint Authorities estimated that they had made some 2000 fewer new full-value awards than in 1975/76, although the total number of these awards held by students had remained about the same. A report on the survey would be published early in 1978.

Adult education bursaries

2.72 A total of 230 new bursaries were made for the academic year 1977/78 to students on one- and two-year courses of liberal adult education at the long-term residential colleges (see 2.56), and 191 students continued their studies from 1976/77. These busaries were made at same rates and subject to similar conditions as those that applied to mandatory awards, and the changes in rates and conditions (see 2.64 to 2.70) were applied to them.

Post-graduate awards

New rates for post-graduate grants

2.73 New rates of grant for 1977/78 for post-graduate studentships awarded by the Education Departments and the Research Councils, representing increases in line with those for undergraduates, were announced in March.

Table 13. New rates of grant for post-graduate students

	1976/77 £	1977/78 £
London	1380	1655
Elsewhere	1270	1475
At home	925	1075

DES studentships

2.74 Each year the Department makes humanities studentships available on a competitive basis for about a fifth of the estimated number of good honours graduates (those gaining a first or upper second class honours degree) in relevant disciplines. Awards are tenable for either one or up to three years, a higher standard of academic ability being required for the latter category. In 1972 there were 849 awards made; in 1977 there were 1126 successful candidates from a total of 2410 applicants. As in previous years the Department also awarded 46 studentships for research or other post-graduate training in information science and technology to candidates nominated by their institutions and 24 for post-graduate study and research in librarianship.

DES bursaries

2.75 Bursaries were offered to higher education institutions on a quota basis, as in previous years, for post-graduate courses of a professional or vocational nature in the humanities. The scheme was set up in 1969 to administer the post-graduate awards formerly made by local education authorities, and the number of bursaries offered in the various subject areas in that year represented the different levels of support previously given by authorities. This general pattern was largely preserved in successive years, but modified by changes in demand. The number of awards made increased by 28.5 per cent over the period.

Table 14. *Awards made in main subject areas*

	1969	1977
Fine art and associated subjects	309	376
Librarianship	239	260
Language studies	8	52
Other disciplines (eg museum studies archive administration, journalism)	107	164
Total	663	852

Industrial scholarships

2.76 In November 1976 the Secretary of State had announced an initiative aimed at improving the quality of graduate recruits to manufacturing industry, through the introduction of a scheme of industrial scholarships. Scholarships would consist of an annual cash payment to the ablest students on selected courses in engineering and related subjects, in addition to any local authority award. They would be funded jointly by Government and industry, and, following consultation with industry during the summer, the Secretary of State launched an appeal for financial support. The response by the end of the year was encouraging and it was hoped that the first scholarships would be awarded in 1978.

3 Teachers

Teacher employment – teacher training – induction and in-service training – teachers superannuation scheme

Teacher employment

Number of teachers

3.1 In January 1977 the total number of pupils in maintained nursery, primary and secondary schools reached a peak (see Table 1) – although primary school numbers had already begun to decline – and there were more teachers in employment than ever before. By January 1978 the number of pupils had fallen by an estimated 84 000 while the number of teachers (including the full-time equivalent of part-timers) had risen to just under 465 000, an addition during the year of 2740

Table 15. *Maintained nursery, primary and secondary school teachers in employment in England and Wales in January each year since 1974 (thousands)*

	1974	1975	1976	1977	1978
Qualified teachers in regular service:					
full-time	403.6	418.5	431.8	437.0	438.5
part-time FTE ¹	20.0	20.0	18.0	16.0	15.2
Qualified teachers on long-term secondment—FT	2.2	2.5	2.1	1.4	1.1
All qualified teachers in regular service or on secondment FT and FTE	425.9	441.0	452.0	454.3	454.9
Qualified teachers in occasional service—full-time	4.0	4.5	4.1	4.5	6.9
Student teachers and instructors—FT and FTE	3.7	4.5 ²	4.1 ²	3.4	3.2
All teaching staff—FT and FTE	433.5	450.0	460.1	462.2	465.0
Increase since previous year	22.5	16.5	10.1	2.1	2.7

¹ FT=full-time; FTE=full-time equivalent

² Source: School Census Form 7. All other figures from DES Form 618G

3.2 Government policy for the school year 1976/77 was for the maintenance, but not improving, of staffing standards with the schools. In January 1977 the staffing standards, which take account only of those teachers who were working in the schools on the day that the Department's statistical return was made, were virtually unchanged from the previous year (23.8 to 1 in primary schools and 17.0 to 1 in secondary schools). Information was not available about staffing standards in January 1978 at the time of writing.

Class sizes

3.3 The average class size in January 1977 in England and Wales was 28.8 for registered classes in primary schools (excluding middle schools deemed primary) and 22.2 for classes as taught in secondary schools (excluding middle

schools deemed secondary) compared with 29.2 and 22.3 respectively a year before. Table 16 shows the continuing decline in the percentage of primary and secondary school classes containing more than 30 pupils.

Table 16. *Percentage of maintained primary and secondary school classes with 31 or more pupils England and Wales.*

January	1971	1972	1973	1974	1975	1976	1977
Percentage of classes in primary schools ¹	64.9	61.5	58.0	53.6	48.8	45.2	42.2
Percentage of classes in secondary schools ²	22.3	20.7	18.9	18.0	16.3	15.4	14.2

¹ Registered classes, excluding those in middle schools deemed primary.

² Classes as taught, excluding those in middle schools deemed secondary.

In January 1977 statistics were collected for the first time in respect of primary school classes as taught. This enables middle school class size information to be incorporated with that for primary schools and makes possible direct comparison with secondary schools. The size of the average class as taught in January 1977, including middle schools according to whether they are deemed primary or secondary, was 27.4 in primary schools and 22.4 in secondary; 67.1 per cent of primary and 87.1 per cent of secondary school classes in charge of one teacher had fewer than 31 pupils.

3.4 In the interests of restraining growth in expenditure, it was the Government's policy to maintain school staffing standards in the school year 1977/78 at the levels achieved in 1976/77. This policy produced a surplus of people qualified and willing to teach beyond the number that could be employed in the maintained schools. The increased provision made by the Government for in-service training for teachers and for a proportion of new entrants into teaching to receive induction training – apart from being needed on its own merits – served also to ease unemployment. Table 17 shows the number of people registered at employment offices in England and Wales as unemployed and seeking work as school teachers. The number so registered in September 1977 represented just over 2 per cent of the total school teaching force in England and Wales compared with about 6.5 per cent unemployment in the working population as a whole.

Table 17. *People registered as unemployed and seeking work as school teachers England and Wales.*

September 1976	March 1977	June 1977	September 1977	December 1977
7 187	5 195	6 074	11 787	10 513

Figures for December 1976 were not available because of industrial action at the Department of Employment. Figures from June 1977 were not compiled by the Department of Employment on exactly the same basis as those before that date. The effect of the change was to produce slightly higher figures for the numbers unemployed from that date than would have been shown on the previous basis.

Destinations of those qualifying as teachers

3.5 Surveys were carried out in the autumn of 1977 to find out the destination of those who had successfully completed initial teacher training courses in England and Wales during the summer. The Universities Council for the

Education of Teachers carried out the survey in respect of University Departments of Education and the Department surveyed the non-university institutions. Information was not available in respect of all of the successful leavers. The surveys showed that 60 per cent of those for whom information was available had obtained teaching posts in the UK (65 per cent in 1976); 20 per cent were reported to be unemployed and still seeking teaching posts (25 per cent in 1976); and 13 per cent had taken up non-teaching employment (5 per cent in 1976).

Secondary school staffing survey

3.6 In the autumn of 1977 the Department conducted a survey, in 10 per cent of secondary schools in England and Wales, of teachers' qualifications and tuition subjects and pupils' curricular activities. The results, which would become available late in 1978, would be used to operate a demand-based model of secondary school staffing set up by the Department following recommendations of the Advisory Committee on the Supply and Training of Teachers: they should also provide more complete information than had hitherto been available on shortages of teachers of particular subjects.

Teacher training

3.7 1977 was, in many respects, a crucial year for developments in the initial and further training of teachers. The future pattern of the training system was established and institutions began to rework their plans for future course provision within this system.

3.8 With the settling of the quantitative aspects of initial training attention turned more markedly towards qualitative concerns. This was reflected in the national debate on educational issues (see 5.1), which included as one of its major topics the education and training of teachers. The main misgivings expressed on this score during the regional conferences, and outlined in the Green Paper, Cmnd 6869, related to the academic standards and competence in basic skills of entrants to training; to the adequacy of their preparation for teaching, not only in terms of their intellectual mastery of the subjects to be taught, but of their appreciation of the world outside the educational system, in particular the importance of commerce and the implications of a multi-cultural society; and to the effectiveness of the preparation in providing sufficient practical guidance to enable them to direct their pupils' work and ensure good discipline. Action was taken on the proposals in the Green Paper to raise the standard of entry to initial training (see 3.16) and discussions continued on the means of ensuring an adequate flow into the schools of teachers, such as those from ethnic minorities or with industrial experience, whose interests and experience were of value. Research was carried out into the nature and content of initial training, and existing developments were monitored and surveyed by HM Inspectorate. Ways of filling the current gap in the arrangements for the development of the content of teacher education were under consideration by those concerned so that these problems could be further discussed and action taken to try to resolve them.

3.9 The Green Paper also emphasised that the development of greatly expanded programmes of in-service education and training was crucial to the strength of the teaching profession and to improving the quality of education

provided in schools, particularly at a time when, for several reasons, the teaching force was becoming increasingly static. This need was fully reflected in the Government's expenditure plans (see 3.23). During the year further consideration was given to priorities within in-service training, to means of fostering the release of teachers to gain experience of industry and to retraining schemes to provide additional teachers for shortage subjects. Further resources were devoted to research.

Advisory Committee on the Supply and Training of Teachers

3.8 The Advisory Committee on the Supply and Training of Teachers (ACSTT) continued to play an important role. The main Committee met three times in 1977 to consider the size and balance of the 1978 intake, the phasing out of the non-graduate Certificate in Education course, the introduction of higher entry qualifications and the measures which might be needed to encourage the admission of older and experienced students and members of ethnic minority groups whose background could be valuable to the schools but who might not have had the opportunity to obtain the qualifications proposed. It also set up two working groups: one to report on the measures needed to maintain the supply of specialist teachers in the particularly vulnerable shortage areas following the phasing out of the non-graduate certificate and the introduction of higher entry qualifications; the other to consider the nature, structure and content of the BEd in the light of the changes in the size and organisation of the training system and in the employment prospects for newly qualified teachers.

3.9 The Sub-Committee on the Training of Teachers for Further Education kept under review the position concerning its first report (on the training of full-time teachers in further education), completed a report on the training of adult education and part-time further education teachers, which is expected to be published in 1978, and gave further consideration to training for educational management in further education.

3.10 The Sub-Committee on Induction and In-Service Training initiated an enquiry into priorities in in-service training and organised a conference on induction. The Sub-Committee also made preparations for a conference in January 1978 on in-service training, *Towards a national and local policy for in-service training*.

3.11 The Sub-Committee on School Staffing decided to suspend its activities until the results become available of the survey of secondary school staffing

Restructuring the teacher training system

3.12 In January the Secretary of State published proposals for restructuring the teacher training system within a reduced total of about 45 000 places for 1981 outside the universities, including 10 400 for in-service training and induction work. They provided for a further 23 institutions and five outposts to cease initial training and for some others to amalgamate or continue separately with reduced numbers.

3.13 The proposals were based on criteria set out in a paper prepared for ACSTT (No 28), and the maintaining authorities and voluntary bodies concerned were consulted on them. Following the consultations, during which the

Minister of State received 35 deputations, final decisions were announced in June and July. These confirmed that 15 of the 23 institutions should end initial training but withdrew the proposals for six of them and provided for two to continue¹ in amalgamation with other institutions, and for six outposts to close. With minor adjustments in numbers elsewhere, the revisions brought the total teacher training places planned for 1981 to some 46 700, distributed among 84 institutions including seven which are merging with universities.

Initial teacher training intake targets

3.14 Some 36 200 of the places in the new system are to be devoted to initial training. After consultation with ACSTT, intake targets for 1978 were set on the basis of which each institution could reach the total target proposed for it in 1981. These amounted to a target intake of some 9450 students to three-and four-year courses (compared with 12 000 to all non-graduate courses in 1977) and of some 5500 to post-graduate Certificate in Education (PGCE), art teacher training and one-year specialist certificate courses (compared with 5500 to PGCE and art teacher training courses in 1977). In addition, some 4800 students were expected to be admitted to PGCE courses in university departments of education, compared with about 5000 expected in 1977.

Coordination of reductions

3.15 Institutions had already worked to coordinate on a regional basis their plans for future initial training provision in the context of a proposed system of some 60 000 places. With the reduction to 46 700 places, they were asked to rework these plans to take account not only of reductions in their own target, but losses in provision occasioned by the cessation of initial training at others. In so doing, they were asked to continue to give priority to certain main courses of study corresponding to teacher shortages in the schools and to maintain their planned swing in training away from that for the primary age-groups to that for the older age-groups.

Standards in training

3.16 The concern with standards in training was reflected by a decision, following the proposals in the Green Paper and further consultation, to phase out the non-graduate Certificate in Education, with a few minor exceptions, after 1979 in favour of the BEd degree course, thus furthering the aim of an all-graduate entry to the profession. Most entrants to initial training from 1980 onwards would normally be expected to have obtained a minimum of two GCE A-level passes. Consultations continued on the proposal that all entrants should also be expected to hold GCE O-level passes, or equivalent, in mathematics and English language. The annual reductions in intake to initial training, designed to reduce the system gradually to the final total for 1981, and the growth in the proportion of entrants not fully committed to teacher training was reflected in the student numbers for 1977. In the autumn term, the estimated number of students on courses of initial training in institutions providing teacher training, excluding universities, was 62 665 compared with 84 164 in 1976. The provisional total number following courses in all institutions was 68 841 compared with 89 459 in 1976.

¹ One of the 15 is now also to amalgamate with a continuing college.

3.17 The move towards higher standards in teacher training was given impetus by the continuing increase in the proportion of students staying on for a fourth year on courses leading to BEd to 21 per cent in 1976/77 of the intake three years earlier compared with 18 per cent in 1975/76.

Training of teachers for further education

3.18 DES Circular 11/77 was issued in November giving support in principle to ACSTT's recommendations relating to the training of full-time teachers in further education. While emphasising the financial position, the Circular considered that it should be possible to introduce over a period the recommendations for induction training for teachers without previous training or experience – to which priority should be given – and at the same time make some progress towards a target of 3 per cent for in-service training. The Circular proposed that local education authorities should ask Regional Advisory Councils for Further Education (RACs) to carry out planning for their areas. RACs were invited to report progress to the Department on their plans by September 1978. Before the issue of the Circular, planning had already been undertaken by some RACs and some courses had been approved by the Department as a result of this: further course approvals are expected in 1978.

Retraining of teachers of shortage subjects

3.19 The Department invited eleven higher education institutions in England and Wales to provide one-year courses to retrain qualified teachers as secondary specialist teachers of craft, design and technology. Ten institutions were invited to provide similar courses in mathematics, in addition to the four institutions already doing so. Most of these courses began in the autumn, with some 185 students following craft, design and technology courses, and some 245 students taking mathematics. Other institutions provided retraining courses in the physical sciences and in business studies.

3.20 In his March Budget speech, the Chancellor of the Exchequer stated that funds would be made available through the Training Services Agency to support the training in 1977/78 of additional secondary teachers of mathematics, the physical sciences and craft, design and technology. Following this statement, the Department announced in May a scheme of training awards and premium grants for mature students training or retraining to teach one of these subjects and who satisfied the conditions of eligibility for the scheme. Some 650 students obtained awards under the scheme for courses starting in the autumn.

Induction and in-service training

3.21 As the Green Paper, Cmnd 6869, made clear, induction and in-service training were high priorities.

Pilot induction schemes

3.22 The Secretary of State agreed that the pilot induction schemes in Liverpool and Northumberland should receive financial support for one year in 1977/78. The University of Bristol continued to coordinate the evaluation of these two schemes and to monitor some of the induction arrangements made by

other authorities. *Teacher induction: pilot schemes' progress*, published in May in the DES Report on Education series, commented on the second year of operation of the schemes. A free booklet, *Making induction work*, intended as a guide for those planning to introduce induction programmes, was produced by the Department following the ACSTT conference on induction.

Provision for induction and in-service training

3.23 The Green Paper, Cmnd 6721, (see 12.2) explained that the Government expenditure plans which are subject to annual review, assumed that the number of teachers released for in-service education and induction training would rise from the full-time equivalent of 4500 in 1977 to the full-time equivalent of 18 500 in 1981. The Secretary of State's plans for the reorganisation of teacher education made provision for resources equivalent to 10 000 full-time places in polytechnics and colleges to be available in support of in-service education of all kinds. The expenditure plans envisaged that by September 1979 all new teachers would receive induction training and have their teaching loads reduced by one quarter for the first year in post: provision was made in the Rate Support Grant settlement for 1977/78 for a proportion of new teachers to receive such training.

Table 18. *Numbers of serving teachers attending courses of further training included in the Department's programmes, 1977/78 academic year.*

Nature of course	Full-time courses	Part-time courses		
		Teachers in first year of course	Teachers in second and subsequent years	Total
Higher degrees in education	1 366	1 345	1 917	3 262
BEd Courses	585	2 133	2 690	4 823
Courses of advanced study	1 167	1 614	1 119	2 733
Courses for teachers of handicapped children	559	175	174	349
Other one-year full-time courses	191	38	18	56
Total	3 868	5 305	5 918	11 223
One-term full-time courses (1977 calendar year)	656			
Part-time courses of less than one-year full-time equivalent				
Departments short courses (1977/78 financial year)	88			4 926 682

Teacher exchange schemes

3.24 Some teachers from England and Wales were able to take advantage of teacher exchange schemes and study visits abroad (see 6.15).

Teachers' superannuation scheme

State pension scheme

3.25 It was agreed with both teachers' and employers' representatives that the teachers' superannuation scheme should be contracted-out of the state pension scheme coming into operation on 6 April 1978 (under the Social Security Pensions Act 1975). To this end the Contracted-out Employment (Teachers) Regulations 1977 were made in October; they provide for the Secretary of State to act as the employer of teachers for various purposes connected with contracting-out. Work was started also on regulations to amend the teacher's scheme in order to meet all of the requirements for contracting-out. Notices of intention to contract-out were sent to employers to display in schools and other educational establishments for three months from the beginning of November. The attention of teachers was drawn to the notices through advertisements in the press.

Superannuation awards

3.26 Draft regulations to provide for payment of accrued superannuation benefits to a teacher retired at or after age 50 on redundancy or in the interests of the efficient discharge of his employer's functions were sent to the teachers' and employers' associations for comment.

4 HM Inspectorate

Organisation – HMI working directly with the Office – inspection and other activities – in-service training – HMI in Wales – overseas contacts – publications

Organisation

Role

4.1 In the course of their work during 1977, HM Inspectors offered independent professional advice to the Secretary of State, the Department of Education and Science, local education authorities, teachers and others on a range of topics, and engaged in a variety of activities, some of which are described below. HM Inspectors in Wales reported to the Secretary of State for Wales on schools and to the Secretary of State for Education and Science on those matters which were her responsibility.

Numbers

4.2 On 31 December 1977 HM Inspectorate in England numbered 404, which compared with 411 in 1976 and 426 in 1975. Despite a series of competitions attracting a large number of applications, the Inspectorate was well short of its full strength and recruitment continued throughout the year.

HMI working directly with the Office

Reorganisation

4.3 Following changes in January 1977 in the Departmental Planning Organisation, one chief inspector was seconded to a newly established unit within the Department, and given specific responsibility for directing the Department's research programme and a more general role in linking HM Inspectorate's work with the planning process (see also 5.29).

16-plus examinations

4.4 The review by the Waddell Committee of the Schools Council's proposals for a common system of examining at 16-plus drew heavily on HMI. Two HMI were working full-time within the office team, but, more importantly in the field, specialist teams of inspectors were engaged in scrutinising the joint examinations, holding consultative meetings with a broad range of interests and reporting in print and orally to the Educational Study Group.

Assessment of Performance Unit (APU)

4.5 The inspectorate were closely involved in two different ways with the work of the APU (see 5.10). First, two inspectors were seconded to the APU – a staff inspector as head of the unit, and another inspector working half-time within the unit – and, secondly, the Coordinating Group was chaired by a chief inspector who also sat on the Consultative Committee as an assessor while specialist HMI contributed to appropriate working and exploratory groups.

Vocational preparation

4.6 A staff inspector continued to work as part-time educational consultant to the Training Services Agency, and also assisted in the development of the experimental programme of courses of unified vocational preparation, (see 2.9). Most inspectors in the further education field made a contribution to work touching on Manpower Services Commission/Training Services Agency activities.

Further education

4.7 One inspector was seconded to head the Department's Further Education Curriculum Review and Development Unit, (see 2.13). The chief inspector for further education was a member of the management board of the unit, and informal contacts between the inspectorate and the unit were maintained throughout the year.

4.8 Dr W Boardman, member of staff of Hatfield Polytechnic, completed a period of secondment to the Inspectorate under the Interchange of Scientists Scheme, during which he undertook a study of modular courses in further education establishments.

Inspection and other activities

Surveys of primary and secondary education

4.9 Work went on for the national surveys of primary and secondary education described in the 1976 Annual Report. Inspections for the primary survey were completed; for the secondary survey they continued according to plan. Feasibility studies were conducted for possible future surveys of first and middle schools.

Bullock Report

4.10 From January 1977 a team of HMI followed up the Bullock Report, *A language for life*, enquiring about the action taken by local education authorities, schools and teacher training institutions, and helping LEAs in the planning and running of in-service training courses on language. Members of the team talked with officers of 57 local education authorities during 1977, and planned joint courses.

4.11 Many HMI contributed through the Department's short courses for teachers, 24 of which in the current programme were concerned wholly or partly with English teaching in primary or secondary schools, and gave help on regional and local courses.

Modern languages

4.12 Following the publication of *Modern languages in comprehensive schools* (HMSO) HM Inspectorate held two series of six regional meetings for officers of local education authorities in England: one for advisers responsible for modern languages and the other for chief education officers or their senior

representatives. Following these meetings a programme of course/conferences for heads of schools and heads of modern language departments, drawn where possible in pairs from the same school, was being promoted by local education authorities with the cooperation of HM Inspectors, to take place during the school year 1977/78.

Secondary curriculum

4.13 Papers concerned with the secondary curriculum in the compulsory years of schooling were completed in 1977 by a group of HM Inspectors and it was planned to make them available in 1978 as a free issue. Although they arose from the Inspectorate's basic work of inspection, they also formed a contribution to the general discussion about the curriculum and associated themes which was encouraged by regional conferences, by the Green Paper, Cmnd 6869, and by the Secretary of State's conference on comprehensive education (see 5.7)) to which HM Inspectors also contributed a set of papers.

4.14 As an extension of their work, this group of inspectors cooperated with groups of schools and advisers in five local education authorities, involving 41 comprehensive schools. The purpose was for schools to examine their existing curriculum, and, where changes were desirable, to implement them. Information on progress was to be disseminated by the five authorities, Cheshire, Hampshire, Nottinghamshire, Lancashire and ~~Wales~~, to all their own secondary schools, and papers would be made available to other education authorities as a basis for their own experiments.

Mixed ability teaching

4.15 The working party set up to examine the implications of mixed ability teaching in comprehensive schools completed its report for publication in 1978.

Behavioural problems

4.16 A survey of units for pupils with behavioural problems from ordinary schools was carried out during the year. This survey provided the basis for a national short course for teachers and local education authority officers concerned with the organisation and programme of these units; similar courses were planned for 1978. In addition a smaller survey was undertaken of practice in a group of urban secondary schools which, in the judgment of the local education authorities who nominated them, were developing effective work in dealing with problems of truancy, non-attendance and violent or disruptive behaviour in school, (see also 5.27).

Mentally handicapped pupils

4.17 During the year HM Inspectors carried out inspections in a sample of 16 hospital schools for severely mentally handicapped children, and individual reports were issued on all the schools inspected.

Preparation for working life

4.18 HM Inspectors continued to investigate the ways in which schools prepare their pupils for working life. Among the topics studied were national and regional and local arrangements for liaison between schools and industry.

careers education and guidance, the secondment of teachers to industry, work observation and work experience for pupils, and opportunities for girls. Visits were made to firms as well as to schools and colleges. 'The school curriculum and industrial society' was the subject of a national course run within the Department's short course programme, attended by people in education and in industry and commerce. HM Inspectors cooperated with the Department of Employment Careers Service Inspectorate in the inspection of LEA careers services and contributed to the training of careers teachers.

OND

4.19 HM Inspectors concerned with further education completed surveys of Ordinary National Diploma (OND) courses in amenity horticulture and of short industrial courses. They also collaborated with the Department in an exercise to ascertain the spare capacity in all colleges of non-advanced further education in 13 local education authority areas. In addition they began sample or pilot surveys of OND courses in agriculture, of first-year catering craft courses, of modular courses in further education, of the impact of the Technician Education Council on further education, and of adult education for the disadvantaged in some inner city areas.

Teacher training

4.20 Inspectors concerned in the training of teachers were involved in three surveys based on public sector institutions: one was set up to examine the development of the new BEd degree, a second the courses run for the post-graduate certificate in education, and a third school-based and school-focused in-service training. The information gathered in the third survey contributed to the part played by the United Kingdom in an international programme planned by OECD, sponsoring co-development programmes concerned with school-based in-service training in member countries.

In-service training

4.21 As well as offering assistance and advice to other providers of in-service training, HMI planned and organised 83 short residential courses, under the Department's short course programme, which were attended by 4684 participants. Topics covered included education in a multi-cultural society, language development, young children with special needs, and assessing and recording children's progress. HMI were also concerned in the planning and provision of a wide variety of longer part-time courses in the DES/Regional course programme, which helps regional or area groups to mount pilot or experimental courses which could not be afforded out of local resources alone. Following the publication of the Green Paper, Cmnd 6869, teams of HMI were engaged in in-service activities with groups of local authorities on a wide range of issues identified in the paper. General provision for in-service training is reviewed in 3.23.

Other activities

4.22 Many inspectors acted as observers on professional associations, educational and research bodies, and the Schools Council.

HMI in Wales

4.23 Matters of particular concern to HM Inspectors in Wales, in addition to participation in exercises covering England and Wales as a whole, included factors inhibiting the development of literacy and numeracy (in relation to the needs of industry). Reports on large scale surveys of educational provision in the industrial valleys and of commercial and business studies in the schools and colleges of Wales are being prepared for publication. National surveys of the teaching of history and of science in secondary schools were mounted. In addition a start was made, through the publication of a report on years 1-3 in comprehensive schools, on a new series of discussion papers based on the general experience of HM Inspectors in Wales.

Overseas contracts

4.24 While HM Inspectors were principally concerned with the educational system and educational establishments in England and Wales, they made visits overseas to observe and discuss developments with a view to learning from good practice which might be applicable in this country. Most of these visits were made as representatives of the Department or of the United Kingdom and are referred to in Chapter 6. HM Inspectors also received a substantial number of foreign visitors and discussed their own experience with them.

4.25 HMI were involved in educational activities associated with the Council of Europe and the EEC, and in the work of the biennial conference of European Ministers of Education, the European Schools, UNESCO, OECD and the Commonwealth Education Conference and they participated in bilateral cultural relations under conventions signed by the UK with other countries.

Publications

4.26 HMI activities gave rise to a considerable number of publications in 1977. Two Welsh surveys came out: *Art in the secondary schools of Wales*, and *Welsh in the primary schools of Gwynedd, Powys and Dyfed*. In England, four numbers in a new series, HMI Matters for Discussion, were published: *Ten good schools: a secondary school enquiry*, *Classics in comprehensive schools*, *Modern languages in comprehensive schools*, *Gifted children in middle and comprehensive schools*. A revised edition appeared of *Safety in outdoor pursuits*, DES Safety Series No. 1, and a new publication was added to the series, *Safety at school; general advice. The use of micro-organisms in schools* was added to the pamphlet series. A new book, *Health education in schools*, superseded *A handbook of health education*, originally published in 1968. Three unpriced publications were issued: the first (written for the regional conferences as part of the 'great debate' concerned with an appraisal of problems in the key subjects mathematics, science and modern languages (see also 5.1); the second, prepared for the Secretary of State's conference at York in December (see 5.7), on aspects of comprehensive education; and the third in conjunction with DHSS, on combined nursery centres (see also 1.9). In addition HMI were active in the preparation of *Environmental education in the UK*, a special pack of documents which formed part of the UK delegation's contribution to the UNESCO conference on environmental education held in October at Tbilisi (see also 6.13).

5 Debate and developments

The national debate on education – assessment and examinations – attainments of the school leaver – computer assisted learning – educational disadvantage minority groups – behaviour in schools – educational planning

The national debate on education

Regional conferences

5.1 In the early part of 1977 the national debate on educational issues, launched following the Prime Minister's speech at Ruskin College, Oxford, in October 1976, was continued through a series of eight one-day regional conferences throughout England and Wales. Each conference was chaired by a Minister, and each was attended by about 250 people representing a wide range of both educational and non-educational interests, including parents, teachers, local authorities, local industries and trade unions and higher and further education. The conference agenda consisted of four major topics: the school curriculum, the assessment of standards, the education and training of teachers, and the relationship between school and working life. A background paper, *Educating our children*, and supplementary papers by HMI, *Mathematics, science and modern languages in maintained schools in England: an appraisal of problems in some key subjects*, were distributed widely. The Welsh conference also considered the place of the Welsh language in schools in Wales.

The Green Paper

5.2 This agenda had been compiled in the light of a series of meetings which the Secretary of State held at the end of 1976 with national organisations. Following the regional conferences, Ministers held a further round of meetings with the same organisations to discuss the issues which had emerged from the regional conferences and to consider further action. The Green Paper, *Education in schools: a consultative document*, (Cmnd 6869), was published in July. This outlined the Government's views on a number of issues related to education in schools, largely in the four areas discussed at the conferences, and set out proposals and recommendations.

The review of local authority curricular arrangements

5.3 One of the initiatives proposed in the Green Paper was a review of curricular arrangements in each local authority area. Immediately after the Green Paper was published, the Secretary of State held a meeting with the local authority and teachers' associations and the Schools Council about this proposal. Further consultations took place throughout the summer and autumn, and in November the Department issued Circular 14/77 to initiate the review, inviting local authorities to report by June 1978.

5.4 The circular asked authorities to report on the position in their areas in relation to

- (i) local curricular arrangements: authorities' procedures for carrying out their functions in relation to the curriculum;

- (ii) curricular balance and breadth: the help and advice which local authorities give to schools about ways of offering their pupils an appropriately broad education while giving adequate attention to the acquisition of basic skills;
- (iii) particular subject areas: policies and arrangements for English, mathematics, science, modern languages and religious education;
- (iv) transition between schools: arrangements for ensuring continuity when pupils move from school to school within an authority's areas;
- (v) school records: authorities' arrangements about the keeping and use of records of pupils' educational progress;
- (vi) preparation for working life: ways in which links are made and maintained between schools and colleges and local industries.

In addition Welsh authorities were asked to report on their policies for the Welsh language.

5.5 The information gathered through this review would enable Ministers to assess how far local practice was meeting national needs, and was expected to form the basis for a series of further consultations.

5.6 One of the key themes emerging from the national debate was the importance of developing links between the schools and industry. A diversity of approach and a variety of local initiatives were encouraged by the Department, for example through the Schools Council's Industry Project, through HMI courses and visits, and through discussions and contacts with bodies and individuals active in this field at national, regional and local level.

Comprehensive conference

5.7 Against the background of substantial experience with comprehensive schools, the Secretary of State decided to hold a conference that would provide an opportunity for sharing experience of successful practice in these schools. The conference was held under her chairmanship at the University of York on 16–17 December. About 75 people attended, including elected members and officers of local education authorities, teachers and others concerned directly with comprehensive education, together with HM Inspectors and officials from the Department. Observers from Scotland, Wales, Northern Ireland, France, The Netherlands and the EEC were also present. Three aspects of comprehensive education were considered: the development of the individual pupil, personal and academic; the internal structure and organisation of schools, including staffing and deployment of resources; and secondary organisation within an area. A report on the conference was to be published in 1978.

Role of parents

5.8 The role of parents featured in the Green Paper Cmnd 6869. Schools were asked to encourage the growing interest in their work of parents both individually and collectively. In Circular 15/77, published in November, the Department asked local authorities to provide parents with more systematic written information about schools.

Taylor Report

5.9 The Taylor Committee's¹ report, *A new partnership for our schools*, published in September, recommended an increased role for parents and the wider community as well as for teachers and other staff in the governing bodies of the schools. It also called for a clear definition of the responsibilities of local authorities, governors and teachers. The Secretaries of State for Education and Science and for Wales accepted that there should be early action to ensure greater involvement by the parents and staff in school governing bodies and a letter was sent from the Department of Education and Science to local authorities, teacher associations and other bodies asking for their views on the future composition of school governing bodies. At the end of the year the Department was considering the wide range of views expressed by those it had consulted.

Assessment and examinations

Assessment of Performance Unit (APU)

5.10 During the year the Department, on behalf of the APU (see *Education and Science in 1976*, chapter 1 paragraph 19), commissioned the development of test materials with which to monitor pupil performance in mathematics, language and science. The mathematics and language work project teams were based at the National Foundation for Education Research (NFER), and the science work at Chelsea College, University of London, and Leeds University. The NFER was to have general responsibility for the administration of monitoring in all three areas. The project teams were supervised by three APU steering groups composed mainly of schoolteachers, local education authority advisers, representatives of universities and colleges of education and HMI. The APU as a whole was advised by a Consultative Committee which was widely representative of educational and other relevant interests. The APU was to start national monitoring of performance in mathematics in 1978 and expected to start monitoring language in 1979 and science in 1980. An APU Working Group was also set up to consider assessment of the first modern foreign language.

5.11 Exploratory groups examined the feasibility of monitoring pupil's personal and social, aesthetic and physical development; but no decisions were taken to monitor performance in these areas.

School examinations

5.12 Following the Schools Council's recommendations for a common system of examining at 16-plus to replace the existing GCE O-level and CSE examinations, the Secretary of State appointed a Steering Committee, under the chairmanship of Sir James Waddell, to look further into the implications of introducing such a system. At her request, particular emphasis was placed by the Steering Committee on three aspects of the proposals: educational feasibility, administration and cost.

5.13 The Steering Committee, jointly serviced by staff of the Department, the Schools Council and members of Her Majesty's Inspectorate, set up two study groups (one on educational aspects and the other on costs). The Committee itself first met at the end of March 1977, and expected to report to the Secretary of State in 1978.

Certificate of Extended Education

5.14 In November the Secretary of State announced her decision to set up a group to consider, along with other relevant courses, the Schools Council's proposals for a Certificate of Extended Education (CEE)—an examination for young people spending one year in the sixth form. The group was to have an independent chairman and include, as well as representatives of the Department and HM Inspectorate, members serving in an individual capacity with appropriate educational experience in both schools and further education, and others drawn from local authority and employment interests.

N and F

5.15 During the year the Schools Council completed preparation of a report, for publication in 1978, on the implications of replacing GCE A-levels with examinations at two levels, N (Normal) and F (Further). The report would be debated publicly and the Schools Council would subsequently decide whether to recommend a change of this kind to the Secretary of State.

Attainments of the school leaver

5.16 The tenth report of the Expenditure Committee of the House of Commons was published by HMSO in September with the title *The attainments of the school leaver*, HC525 I-III. It was prepared by the Committee's Education Arts and Home Office sub-committee, under the chairmanship of Miss Janet Fookes MP. The Government's reply to the report's many recommendations was being prepared at the end of the year.

Computer assisted learning

5.17 A five-year development programme in computer assisted learning was completed on 31 December. The programme was funded by DES at a cost of £2.6 million, in most cases with matched funding from local authorities and the institutions concerned. It was steered by a committee whose membership included HM Inspectors together with officials from DES and other government departments. In all, 33 projects were commissioned, and many of them would continue to operate with local funding. The effect of the programme was to place the United Kingdom among the world leaders in the field of computer assisted learning.

Educational disadvantage

Centre for Information and Advice on Educational Disadvantage

5.18 The Centre for Information and Advice on Educational Disadvantage completed its second year during 1977 and nearly completed the recruitment of staff to the planned level. Its area of interest covers all stages of education from pre-school to further and adult education, with major themes including the identification of educational disadvantages and policies of positive discrimination in general and the assessment and identification of children with special educational needs, with attention to the special needs of ethnic and other minority groups in both cases. The Centre has developed a number of periodic and occasional publications aimed at particular readerships or related

to particular subjects. It also sees conferences as a means, additional to publications, of disseminating information and organised three major residential conferences to this end.

Urban Programme

5.19 The Urban Programme instituted in 1968, of which about a third of the funds available have been devoted to educational purposes, continued to provide a source of support for innovative experimental projects in disadvantaged areas. Approvals under Phase 16 of the Urban Programme were announced during the year, including a large number of educational projects: in April, about £0.25 million was approved for the provision of extra facilities for children over the Easter and Summer holidays and about half of the 312 approved projects had an educational bias; in June over £4 million expenditure was approved for a total of 258 projects to help relieve the problems in areas of special social need and almost half of them were wholly or partly educational. Additionally, late applications under Phase 16 were invited from authorities planning to increase their English language teaching for adult members of the ethnic minorities, particularly in response to BBC Television's *Parosi* series which started in the autumn with the object of encouraging Asian women to learn English. Urban Programme Circular 17 was issued at the end of November and invited local authorities to submit applications for grant-aid on projects to start in 1978/79. Authorities were specifically advised that projects to provide new nursery classes, normally involving the adaptation of suitable surplus accommodation becoming available at primary schools, would be eligible for consideration. Also eligible would be joint projects by education and the social services departments to provide facilities for the under-fives.

Inner city problems

5.20 The Government's White Paper, *Policy for the Inner Cities*, Cmnd 6845, announced a new approach to the amelioration of the adverse conditions found in many urban areas, especially the decaying centres of some of our cities. The Government's approach to tackling these problems was one of directing resources where they were most needed in a coordinated way, developed collaboratively between central and local government, bringing together the relevant departments at both levels, so that the interactions of one service with others could be used to reinforce each other. The social and economic difficulties faced by the population living in these urban areas were accompanied by educational disadvantage suffered by children and adults, some of whom might benefit less than others from the range of educational provision available. The centres of urban areas also tended to be the places of first settlement of ethnic minority communities who, in addition to the disadvantages of their environment, might also experience additional difficulties from differences of language and custom.

5.21 In line with the policy announced in the White Paper, the Government decided to extend the scope of the Urban Programme from 1979/80 and to increase it from its present level of about £30 million a year to £125 million a year. This enhancement of the Programme would benefit, firstly, the seven inner city areas¹ which entered into partnerships with central government to

¹London Docklands, Liverpool, Birmingham, Manchester and Salford, Lambeth, Islington and Hackney and Newcastle and Gateshead.

tackle the complex problem of their regeneration; secondly, the fifteen authorities¹ which have serious problems and were invited to prepare inner area programmes, though without the formal involvement of central government as in the 'partnership' area; and thirdly, other areas with urban problems of a similar kind but on a smaller scale. The education service would continue to have a full and important part to play in the development of these programmes.

Minority groups

West Indian community

5.22 The Commons Select Committee on Race Relations and Immigration published their Report on the West Indian Community, HC180-I, in February 1977 through HMSO. Of the recommendations, those related to educational matters, briefly, recommended:

- (i) that a high-level independent body should enquire into the educational under-achievement of children of West Indian origin and the remedial action required (paragraph 67);
- (ii) that special measures should be taken to improve the teaching of basic skills in primary schools where there are large numbers of West Indian children and that teacher training and curriculum reviews should reflect the needs of West Indian children during their period of adjustment to secondary education (paragraphs 65, 66);
- (iii) that the position of West Indians in schools for the educationally sub-normal should be followed up with local education authorities and their numbers monitored (paragraphs 62, 63);
- (iv) that the numbers of West Indians trained to be and employed as teachers should be statistically monitored; and ways and means of increasing the numbers of West Indian teachers should be considered (paragraphs 70, 71);
- (v) that a central fund should be set up to meet the special educational needs of West Indian children and adults and those of other ethnic groups (paragraph 73).

5.23 These recommendations raised many issues of principle on which the Secretary of State wished to have the views of all those concerned before initiating action in response and the Department issued a consultative letter in July to bodies representing local education authorities, teachers, ethnic minority groups and other interests. The consultative letter was also given wide press coverage which included a number of non-English language journals serving minority groups. In issuing the letter, the Secretary of State declared that she was prepared to set up a suitably constituted enquiry, provided that this proposition received general support, and accepted in principle the reintroduction of the ethnic element in the collection of educational statistics, provided that the information to be collected would serve some useful educational purpose

¹Bolton, Bradford, Hammersmith, Hull, Leeds, Leicester, Middlesbrough, Nottingham, Oldham, Sheffield, Sunderland, North Tyneside, South Tyneside, Wirral, and Wolverhampton.

and its collection was acceptable to all concerned, particularly the children and their parents and the teachers on whom the main responsibility for their collection would fall. The recommendations in the Report were related principally to the needs of the West Indian community and the letter therefore sought views as to the appropriateness of extending any consequential action to other ethnic minority groups. In addition, the letter drew attention to the problems of identifying for statistical purposes the ethnic groups to which individuals belonged. By the end of the year over 80 replies to the consultative letter had been received and were being analysed.

Migrant workers' children

5.24 In June, Education Ministers from the EEC agreed the first Directive to deal with educational matters; this was on the education of migrant workers' children (see 6.1). It called upon Member States to provide tuition in the language of the host country and to promote the teaching of the mother tongue and culture of the children of migrant workers employed within the EEC, in order to facilitate the freedom of movement of workers and their families within the Community. As in the past, the UK would continue to make no distinction between children on the basis of nationality. As the Directive drew its authority from the Treaty of Rome it could deal only with children who were nationals of Member States but UK Ministers emphasised that their policy was that, as accepted by all Member States in a Council Statement associated with the Directive, its provisions should be open to children of all ethnic minority communities without distinction or discrimination.

Race Relations Act 1976

5.25 The Race Relations Act 1976 came into effect on 31 June 1977. It defined unlawful discrimination in the public and private sectors of education and imposed for the first time a general duty upon local education authorities and other bodies in the public sector of education to provide facilities for education without racial discrimination. Complaints of racial discrimination against education bodies in the public sector ought, in the first instance, to be notified to the Secretary of State for Education and Science who, for a period of two months, might consider using her powers under Sections 68 and 99 of the Education Act 1944, before the complainant was entitled to take his complaint to the County Court. DES Circular 4/77, which was sent to local education authorities in June, explained the implications of the Act.

Behaviour in schools

School attendance studies

5.26 There was continuing concern in 1977 about problems of indiscipline and truancy: the behavioural difficulties of pupils and problems concerning delinquency, vandalism and the treatment of young offenders, were discussed with the Department of Health and Social Security, the Home Office, and the Welsh Office. A sample survey of local authorities' school attendance statistics was undertaken in February. This revealed that levels of unjustified absence had remained fairly constant at the level (2.2 per cent) shown by the national survey in 1974.

Truancy and violence

5.27 The Secretary of State met the Magistrates' Association and local authority associations in July to discuss certain aspects of truancy. Throughout the year HM Inspectorate were engaged in two surveys in this field—one concerning the special units set up by many authorities to provide for difficult pupils who cannot be catered for in normal school classes, the other on current practice in a number of urban secondary schools considered to be particularly successful in coping with the problems of truancy and violence (see also 4.16). Material from these was being prepared for publication to provide useful information for authorities and schools generally.

Education welfare service

5.28 Members of HM Inspectorate were also involved with the Department in an examination of the developing arrangements for social work in education and home/school liaison, with particular emphasis on the important role of the education welfare service.

Educational planning

Departmental Planning Organisation

5.29 Planning in the Department was carried out both in individual policy branches and under the aegis of the Department Planning Organisation (DPO) which comprised a number of Policy Groups, the Planning Unit and Statistics Branch. The Planning Unit was strengthened during 1977 by the appointment of a Chief Inspector for Research and Planning (see 4.3) and by incorporating the Department's economists within the Unit. These additions contemplated the Unit's existing administrative staff. The Head of the Unit was also responsible for the Department's Financial Modelling Team.

5.30 During 1977 the Department's Standing Policy Groups (for which Planning Unit provided the secretariat) paid particular attention to the long-term resource, management and policy implications of demographic change for three major expenditure areas: teacher numbers, non-advanced further education and higher education. These studies were intended to assist policy discussion and development both within the Department and more widely among the education interests. The work on higher education would be followed by the publication of a discussion document in early 1978.

Financial studies

5.31 Planning Unit's economists were involved in the Policy Group's work in all these areas. They also contributed to work within the DPO and elsewhere in the Department on such matters as student awards, estimating incremental drift for pay policy purposes and assessing the educational needs component of Rate Support Grant.

Research

5.32 Following new arrangements announced in 1976 for the future management of the Department's involvement in educational research, the Planning Unit arranged meetings with representatives of local education authorities, research institutions, HM Inspectorate and officers of the Department to discuss

how the Department's research strategy might develop in coming years. Further meetings were planned for 1978.

5.33 A list¹ of research projects currently supported by the Department is published annually, and this now includes a short summary of each project included. A list of projects (mainly those costing £5000 or over) approved or completed during 1977 appears in Appendix 1.

¹Available free from DES Room 15/2, Elizabeth House, York Road, London SE1 7PH.

6 International relations in education

OECD – Council of Europe – ministerial meetings international conferences – teacher and student exchanges

European Economic Community

EEC Education Committee

6.1 The United Kingdom assumed the Presidency of the Council of the European Economic Community (EEC) for the first time in January 1977 and the Department supplied a Chairman for the official-level EEC Education Committee for the first six months of 1977. The UK delegation proposed a scheme for study visits to other member states by local education officials and inspectors and by the end of the year this was well on the way to approval for support from the Community budget. In June, after prolonged discussion in the Social Affairs Committee and two rounds of consultation with interested bodies in the United Kingdom, the first Directive affecting education was approved by the Ministerial Council. The directive called for special measures to meet the needs of the children of migrant workers from other Member states, and for the promotion of the teaching to them of their mother tongue and culture: its immediate implications for the United Kingdom were small (see 5.24). During the year the first grants to teaching and administrative staff in higher education were made from the Community budget for short study visits to other Community countries. The second batch of grants were also made under a Community-financed scheme to encourage the development of joint programmes of study between higher education institutions in different member States of the Community. In November the first group of pilot projects in the major Community programme on the transition from school to work were announced, including two United Kingdom projects, in London and Sheffield. The first of a series of workshops for those taking part in the projects was held in Harrogate in November, and dealt with teacher training aspects of the projects.

Pilot projects

6.2 The increasing scale of cooperation was reflected in the growth of the EEC Commission's budget for education from 675 000 Units of Account in 1977 to 1 500 000 Units of Account in 1978. The increase was for the support of pilot projects, study visits and workshops in the priority area of cooperation designated in the Ministerial Resolution of November 1976 concerning policies and educational practice in preparing young people for the transition from school to working life. Commission proposals for the organisation and management of the scheme of about 20 pilot projects distributed throughout Member States of the Community were agreed in the Education Committee which continued to meet regularly throughout the year. Under this programme, specialists in vocational education and guidance were selected to receive the first Community grants to make study visits to other countries: 15 applicants from the United Kingdom were offered grants.

Other areas of cooperation

6.3 In the other areas of cooperation outlined in the Ministerial Resolution of November 1975 good progress was made, mainly with exploratory discussions between experts to prepare proposals for submission to Ministers in 1978. Discussions were held during the year on cooperation in modern languages; on the admission to institutions of higher education of students from other member states; on the creation of links between non-university institutions of higher education; and on increasing mobility within the Community for students and teachers in secondary education. The United Kingdom was represented by central or local government officials, teachers and other experts at all these meetings.

Students' handbook on higher education

6.4 The Commission issued in December a students' handbook on higher education in all the Member states of the Community.

European school

6.5 In October the Council of Ministers decided that the Joint European Torus (JET) project should be established at Culham in Oxfordshire; and in December the Board of Governors of the European Schools approved in principle the UK Government's proposal to establish a European School at Culham to provide for the children of the JET scientists and other staff. Work was put in hand to enable the school to open in September 1978 in the premises of the Culham College of Education.

OECD

6.6 The mandates of the Education Committee of the Organisation for Economic Cooperation and Development (OECD), the Centre for Educational Research and Innovation (CERI) and the Programme on Educational Building were renewed for five years by decisions of the Council at the end of 1976. A fresh three-year programme up to 1979 was considered in the Education Committee and CERI during the year, and the Secretariat was encouraged to bring forward proposals for new projects. The United Kingdom continued to participate in each forum. OECD staff assisted in a conference in Somerset, organised by the local education authority, on the structure of school provision for 16- to 19-year olds; over 20 local authorities took part, together with a delegation selected by the Nordic Council who had earlier arranged visits in Denmark and Sweden for a small group of British visitors.

Council of Europe

Council for Cultural Cooperation

6.7 The Council for Cultural Cooperation (CCC) of the Council of Europe was preoccupied with the reform of the CCC's constitution and programme. This was part of the general reform of Council of Europe committees which was initiated in 1976. At the end of the year agreement was reached in the Committee of Ministers' Deputies that the CCC should become a Steering Committee within the Council of Europe organisation. Although its permanent committees were abolished, the new arrangements included provision not

only for a special committee to continue the CCC's work in the higher education field but also for regular conferences each year at which experts in each education sector could meet regularly. The CCC encouraged the winding up of projects which had been running in its programme for some years, and sought to simplify both the programme and its own management procedure.

CCC bursaries

6.8 200 bursaries were made available for teachers from member states of the CCC to attend short courses for teachers in England and Wales.

Cultural affairs conference

6.9 Meetings of senior officials were held through the year in preparation for the second *ad hoc* conference of European Ministers with responsibility for cultural affairs (to be held in Athens in October 1978).

Ministerial meetings

6.10 The Tenth Standing Conference of European Ministers of Education was held in Strasbourg in June. The Secretary of State led the United Kingdom delegation. As holders of the Presidency of the European Economic Community (January-June) the United Kingdom made an agreed statement at the Conference on behalf of the Community.

6.11 The Minister of State led the United Kingdom delegation to the Seventh Commonwealth Education Conference held in Accra, Ghana, in March. The main theme of the Conference was the financing of education. He also attended the OECD intergovernmental Conference on youth unemployment held in Paris in December.

6.12 The Secretary of State addressed a conference organised by the Department on behalf of the Council of Europe in Bournemouth in March on continuity between pre-school and primary education. In June, the Minister of State addressed the World Congress of Comparative Education Societies whose meeting was held in the London University Institute of Education.

International conferences

6.13 The Permanent Under-Secretary of State led a United Kingdom group to the second meeting of Senior Officials in education from EEC countries which was held at the invitation of the Netherlands Government in Middelburg (Zeeland) in May. In September the first UNESCO intergovernmental conference on environmental education was held in Tbilisi, USSR. The United Kingdom delegation was led by a Deputy Secretary in the Department, and among the participants were nominees of the Council for Environmental Education as well as HM Inspectors and representatives of other Departments (see also 4.25). A member of HM Inspectorate led the United Kingdom delegation to the Thirty-sixth Biennial Conference of the International Bureau of Education which was held in Geneva in August. The first session of the UNESCO Interim Intergovernmental Committee on Physical Education and Sport was held in Paris in July: the Minister of Sport, Department of the Environment, led the United Kingdom delegation.

Table 19. Numbers participating in the modern languages assistants schemes administered by the Central Bureau for Educational Visits and Exchanges.

Country	Overseas assistants serving in England, Wales and Northern Ireland			Assistants from England, Wales and Northern Ireland serving overseas		
	1975	1976	1977	1975	1976	1977
Algeria	82	89	13			5
Argentina	11	4	11			
Austria	84	62	62	39	42	66
Belgium	12	16	12	3	5	7
Bolivia			1			
Chile	4	5	7			
Colombia	18	4	9			
Denmark						1
German Democratic Republic		1	1		1	1
France	2656	1674	1525	1173	1290	1280
Federal Republic of Germany	584	622	540	370	370	407
Italy	31	23	24	23	25	34
Mexico	24	1	4			
Morocco	16		2			3
Peru	8	3	3			
Senegal	5	19	14			
Spain	153	147	126	97	127	144
Sweden					2	2
Switzerland	48	46	56	11	4	15
Tunisia	104	104	28	5	5	5
Venezuela						1
Other	44	55	19			
Total	3884	2875	2457	1721	1871	1971

Bilateral cultural cooperation

6.14 The Department was represented by officials and HM Inspectors at meetings with representatives of Greece, Portugal, Denmark, Austria and Belgium at which aspects of cultural cooperation, including educational exchanges, were discussed.

Teacher and student exchanges

Teacher exchange schemes

6.15 Teacher exchange schemes are administered on the Department's behalf by the Central Bureau for Educational Visits and Exchanges and the League for the Exchange of Commonwealth Teachers. Exchanges with the USA and the Commonwealth countries continued to be well supported. There was a welcome increase in the number of teachers taking part in the exchange scheme with France, but numbers going to Germany remained disappointingly low. Short study visits to these countries, mainly for heads of departments and heads of schools, continued to be popular. A pilot exchange scheme for British teachers began with the USSR in October and the first exchanges were completed by the end of the year. In all about 300 teachers from England and Wales exchanged during the year.

Assistants scheme

6.16 The number of posts in Britain made available by local education authorities for foreign assistants again decreased during 1977 and there is still an unsatisfied demand from students in England and Wales for foreign assistantships. Numbers participating are given in Table 19.

Central Bureau for Educational Visits and Exchanges

6.17 The Central Bureau has achieved a record number of links between British schools and local education authorities and their overseas counterparts. The resulting visits and exchanges have been largely related to the teaching and learning of modern languages, but other areas of the curriculum have also been included. Negotiations aimed at obtaining course-related posts overseas for British students have made considerable progress. Agreement on youth exchanges were reached with the USSR and parties of young people undertook visits in both directions during 1977.

7 Educational building

School building study – other development work – building programmes

School buildings study

7.1 A major report on school buildings, *A Study of School Building* was published in November by HMSO. The Study was the report of an inter-departmental group of officials from the Department, the Welsh Office, the Treasury and the Central Policy Review Staff whose remit was to collect information on the age and condition of the school building stock in England and Wales; to examine ways in which it might be better used, and to suggest priorities for future investment in the improvement of school buildings. A number of local education authorities assisted the group in the preparation of case-studies.

7.2 Information about the school building stock was collected by means of sample surveys of school buildings undertaken for the Department and the Welsh Office by local education authorities in 1975 and 1976. The surveys showed that the fabric of school buildings was generally in good condition and that schools were not unsafe or unhealthy places to work in; but that there was a substantial minority of schools, mainly older ones, with serious deficiencies both in educational opportunity and in amenity for pupils and staff. For example, a fifth of all primary school places had been built before 1903 and had not been remodelled to modern standards; a fifth of all primary and a quarter of all secondary schools were more than 10 per cent overcrowded in relation to the space standards advocated in the report; three-quarters of all schools had inadequate staff accommodation and a quarter had outdoor lavatories.

7.3 The Study examined how the prospective decline in pupil numbers would affect the management of the school building stock. On the basis of current projections of births, it was estimated that the primary school population would fall from a peak of 4.9 million in 1973 to about 3.3 million in 1986; and that the secondary school population, now 3.9 million, could fall to 3.6 million in 1986 and 2.9 million in 1992. This fall in the demand for school places would reduce and in many cases eliminate overcrowding, and would enable most of the aging temporary accommodation to be taken out of use.

7.4 The Study also argued that, in most sub-standard schools for which there was a continuing need, the deficiencies could be made good by remodelling the schools to the standards and for the life expectancy of a new school, rather than by replacement. Case studies undertaken on this basis indicated that, on average, the cost of remodelling might only be 40 per cent of the cost of a new school.

7.5 The Study proposed a number of measures as national priorities for expenditure on school building to reduce overcrowding, improve standards and expand educational opportunity. In addition, it suggested that local

authorities would need resources for improvements to be decided locally: for example, to improve safety standards, to increase the availability of school buildings to the local community or to conserve energy in school buildings. The scale and timing of the capital expenditure necessary to make progress towards meeting the objectives put forward as national priorities were illustrated, and the Secretaries of State emphasised in a foreword that it might be necessary to concentrate the greater part of the resources available for school building on a limited number of schools. The consultative document issued with the report focused attention on the suggested priorities for school improvement; the scope for rationalisation; and the basis on which individual authorities might implement a set of national priority objectives.

Other development work

7.6 Items 7.7 to 7.15 review development work, other than that undertaken in connection with *A Study of School Building*, published in 1977 (or about to be published) by the Department's Architects and Building Branch.

Crewe Central Area Development

7.7 This project concerned the design of facilities to meet educational and community needs as part of the redevelopment of the central area of a nineteenth century industrial town. It was related to the reorganisation of secondary education and some resources were allocated from the Special Programme to Assist Reorganisation (SPAR). The Cheshire County Council and the Crewe and Nantwich Borough Council shared an interest in the project and the joint team of architects and other professional staff was drawn from the County and Borough Councils as well as from the Department. A review of the project was published by the Department in December as *Design Note 155*.

Nottinghamshire nursery schools accommodation

7.8 In July, the Department published as Report on Education No. 911 *Nursery education: converting primary space*, a description of the conversion of spare space in four Nottinghamshire primary schools for use as nursery units. A further publication giving full details of the design and cost of these schemes was in preparation.

Renewal of primary schools project

7.9 This project concerned the future use and improvement of the current stock of primary schools. Studies were under way on the problems of inner urban schools in collaboration with Staffordshire and Stoke City Council, and on rural schools in collaboration with Dorset. The investigation stage of both these aspects was completed and work progressed on preparing development proposals. A Design Note on the project was in preparation at the end of the year.

Laboratories Investigation Unit (LIU)

7.10 The Unit publicised and demonstrated the use of adaptable systems designed and developed at Bristol Polytechnic to meet the changing needs of laboratory users. A one-day conference in October made available to the public a DES sound film, *Laboratories: design for change*, and three new LIU papers, No 8 *The conversion of buildings for science and technology*.

No 9 *The Charles Darwin Building, Bristol Polytechnic* and No 10 *Research laboratories: design for flexibility*.

Space utilisation in higher and further education

7.11 Work continued to improve space utilisation and timetabling in higher and further education. As a result of this work, a computer programme and handbook were in use in two polytechnics in this country and were sold for use in Australia.

Furniture Industry Research Association

7.12 A programme of research on the requirements for the storage of pupils' personal belongings in schools which the Department had commissioned from FIRA was completed. At the end of the year a report was being prepared for publication. Changes in school organisation and in social habits had rendered unsatisfactory much of the storage provision commonly provided in schools – particularly secondary schools. The study analysed current practice and the adequacy of the many types of provision. Design recommendations would aim to improve practice by drawing attention to current requirements. A parallel study on the storage requirements for teaching material and equipment was started.

Energy conservation

7.13 Building Bulletin 55, *Energy conservation in educational building*, published in August, provided authorities with practical advice about the various interrelating factors to be taken into account in the design or improvement of buildings so as to achieve maximum efficiency in the use of energy. An important section of the Bulletin listed the everyday measures that staff and pupils could take to contribute to energy conservation. In December the Secretary of State announced that the resources which the Government planned to earmark for energy conservation would include £60 million over the next four years on measures affecting the education service, the Research Councils and the arts.

Exports

7.14 Support was given to local authorities, industry and private consultants in connection with the design of overseas educational buildings and the export of school furniture, laboratory furniture and educational building systems. Consideration was also given to effective ways of establishing liaison between exporters and the Department.

Inner Cities

7.15 The Department contributed through the partnership arrangements to the coordination of construction programmes under the Government's Inner City programme (see 5.21).

Research

7.16 A research project on the effect of the physical environment on the educational development of children with severe physical handicaps was completed in June. A report was made available for reference in the Depart-

ment's library. A prototype mobile cubicle for one-to-one teaching, designed during the project, was on trial in a hospital school.

Building programmes

7.17 Table 20 shows the value of educational building projects in the maintained sector which were started or completed during 1977 and of the work under construction at the end of the year.

Schools

7.18 The primary and secondary school building programme for 1978/79 was announced in July. The allocation amounted to £136 million at 1978 survey prices.

Further education

7.19 The 1976/77 programme year for building projects in higher and further education establishments began on 1 April 1976 with an expected total starts value of £20.2 million. But amendments announced in Circular 16/76 of 23 December 1976 led to a reduction in building programmes and the total value of starts for the year ending 31 March 1977 was £3.9 million.

7.20 The 1977/78 allocation for major building projects in higher and further education establishments (including colleges and departments concerned with teacher training) was £9.8 million.

7.21 The allocation for the 1978/79 programme, totalling nearly £36 million, included £6 million towards starting projects to provide the additional 10 000 places in non-advanced further education which the Secretary of State announced in July and those major further education building projects included in the additional construction programme announced on 18 November. With effect from 1 April 1977 the upper limit for minor further education projects (not needing individual approval) was raised from £25 000 to £50 000.

7.22 See 11.10 to 11.12 for details on higher and further education building in Wales.

School buildings for handicapped children

7.23 The curtailment of special school building announced in December 1976 (see *Education and Science in 1976*, page 8, paragraph 31) meant the postponement of many pressing projects. The 1976/77 programme had been reduced to £2.8 million, while it had not been possible to approve any new work to start in 1977/78. In June, local education authorities were invited to submit bids for a modest building programme in 1978/79 and in the event projects were approved to a total of £10.9 million (at 1978 survey prices), of which £4.3 million related to projects lost in December 1976.

Additional building programme resources

7.24 The Department's planned educational building programmes for 1977/78 and 1978/79 were augmented during the year as a result of measures to assist the construction industry. The first of these announced by the

Table 20 *Educational building in England and Wales¹ – values of projects at outturn prices (£ million)*

	Projects started			Projects completed				Work under construction at end 1977
	1974	1975	1976	1977	1974	1975	1976	
Major projects:								
Primary and secondary schools	148.3	142.6	142.2	147.7	181.5	152.9	148.1	172.9
Further education	9.3	26.1	34.7	8.9	21.0	24.8	22.1	36.4
Colleges of education ²	1.3	0.7	1.6	—	2.9	5.7	0.9	1.4
Special schools and schools health projects	17.0	22.0	15.9	2.9	7.7	13.6	20.0	20.3
Total	175.9	191.4	194.4	159.5	213.1	197.0	191.1	231.0
Other projects	32.7	61.5	33.5	32.7	34.4	59.8	38.8	30.5
All projects	208.6	252.9	227.9	192.2	247.5	256.8	229.9	261.5
								305.3

¹ The figures do not include site purchase, professional fees or the cost of furniture and equipment.² Projects started since 1 April 1976 at Colleges of Education are included in the Further education figures.

Chancellor in his April Budget statement made available additional resources (see 1.4) for capital expenditure, including educational building as part of the Inner Cities Programme. Further measures to give more general assistance to the construction industry in 1977 and 1978 were announced in July and October and included additional capital expenditure authorisations to all education authorities as well as to the universities, the national museums and galleries (see 10.13) and the recipient bodies of the science budget (see 8.3).

Universities

7.25 At the end of July, a building starts programme of £9 million was announced for the year beginning 1 April 1978. It was indicated that this figure would be subject to further discussions with the University Grants Committee (UGC) about future needs. Towards the end of the year a further £1.5 million was made available for the universities to take account of the fact that their share of the 1981/82 planning total of 560 000 students had recently been revised upwards (to 310 000 students).

7.26 In July, as part of a programme to assist employment in the construction industry, £2 million was allocated to the UGC for building projects to be completed by 31 March 1978, priority being given to work required to improve energy conservation and to improve access for the disabled. In November, a further £4.5 million was allocated to the university sector as part of the additional expenditure on the construction industry in 1978/79. Of this, £4.15 million was allocated to the UGC and the balance of £0.35 million to the Computer Board and direct grant institutions. The additional money was to be used mainly for the modernisation and adaptation of existing buildings.

7.27 In December, a further amount of £0.6 million was allocated to the universities as part of the money being made available, in addition to existing programmes, for energy conservation.

Open University

7.28 Work began on the studio centre project approved in 1975; transfer of production of broadcast programmes from Alexandra Palace to the new centre was expected to be completed by 1981. Capital grant of £5.38 million was approved for building and equipment. Extensions to office blocks were funded by allocations from the programme to help employment in the construction industry amounting to £60 000 in 1977/78 and £150 000 in 1978/79.

8 Civil science in the United Kingdom

The Research Councils – post-graduate education – proposed observatory in the Canaries

The Research Councils

The Science Budget

8.1 The five Research Councils (Agricultural, Medical, Natural Environment, Science and Social Science) together with the British Museum (Natural History) and the Royal Society received provision of £248.9 million in grants-in-aid for 1977/78 in the Supply Estimates published in March. This was distributed as shown in Table 21.

Table 21. *Financing of Research Councils: 1977/78 Supply Estimates (£ million)*

	Science budget	Receipts from Government Departments	Total
Agricultural Research Council	20.4	24.2	44.6
Medical Research Council	42.3	11.7	54.0
Natural Environment Research Council	27.2	16.6	43.8
Science Research Council	138.0		138.0
Social Science Research Council	14.6		14.6
Natural History Museum	4.2		4.2
Royal Society	2.2		2.2
Total	248.9	52.5	301.4

The figure of £248.9 million – the estimated total of the Science Budget for 1977/78 – included a sum transferred from the provision for institutions of higher education to allow for the increased level of tuition fees (see *Education and Science in 1976*, page 21, paragraph 2) for post-graduate students supported by the Research Councils. Excluding this addition, the Science Budget showed a fall of 3.2 per cent in real terms compared with the level of planned expenditure for 1976/77. Following a Government announcement on July 15, a further £0.5 million in 1977/78 was allocated to recipients of the Science Budget mainly for projects that would assist employment in the construction industry. In addition to their allocations from the Science Budget, the Agricultural, Natural Environment and Medical Research Councils estimated that they would receive £52.5 million from Government departments in 1977/78 mainly for commissioned research.

Advisory Board for the Research Councils (ABRC)

8.2 The allocations from the Science Budget were made on the advice of the ABRC, following its 1976 forward look review. In its advice, which was accepted by the Secretary of State, the ABRC had regard to the Government's projections for the Science Budget for the years up to 1981/82 at the level of public expenditure set out in Cmnd 6721 (see 12.2); the planning guidelines for the recipient bodies for the period are shown in Table 22.

The guidelines continued the ABRC's policy of redeployment of resources away from the 'big sciences' to allow modest initiatives to be maintained in the other basic and applied natural sciences and in the social sciences. During 1977 the ABRC carried out a further review to examine relative priorities in civil science up to 1981/82 and submitted its recommendations to the Secretary of State.

Table 22. 1977 planning guidelines for the recipients of the Science Budget

	Percentage annual growth 1978/79 to 1981/82
Agricultural Research Council	1.9
Medical Research Council	1.6
Natural Environment Research Council	2.5
Science Research Council	-1.7
Social Science Research Council	0.9
Natural History Museum	0.0
Royal Society	1.0

8.3 In October, following a statement by the Chancellor of the Exchequer, the Secretary of State announced an addition of £4 million to the Science Budget for 1978/79. Its purpose was to enable the Research Councils to expand their support for scientific research and post-graduate training that would serve the national interest. A further addition to the Science Budget arising from the Chancellor's statement was made in November, when the Secretary of State announced the allocation of an extra £4 million to be spent on new capital work in 1978/79. In December, following the statement by the Secretary of State for Energy on the Government's plans to earmark resources for energy conservation, the figure became £4.5 million including £1.1 million earmarked for energy conservation measures.

ABRC Committee on Biology

8.4 A committee set up by the ABRC to look into research and training in biology chaired by Dr W R Boon FRS reported in February. The main conclusion was that the existing division of responsibilities amongst the Research Councils for the support of research and training in biology should be left undisturbed. The Committee's conclusions were circulated to interested bodies.

ABRC Committee on Taxonomy

8.5 The report of the ABRC Review Group on Taxonomy chaired by Sir Eric Smith FRS was submitted to the ABRC in September. It was circulated to the main bodies concerned to allow comment before the Board considered it further.

Post-graduate education

Post-graduate support

8.6 In January the ABRC Committee on Post-graduate Support carried out its annual review of plans for post-graduate support by the Research Councils and other Government award-making bodies. The review indicated that although there had been a slight fall in the total number of new Research Council awards in 1976/77 the total planned for 1977/78 would show an increase. There would also be an increase in the proportion of new awards

planned by the Science Research Council (SRC) for its advanced course and collaborative training schemes. In view of the success and strong demand for its CASE (Collaborative Awards in Science and Engineering) awards scheme, the SRC made some 200 extra CASE awards in 1977 compared with 1976. The CASE scheme provided support for research students working on projects devised jointly by the universities or polytechnics and collaborating bodies in the public or private sector. The number of new Research Council post-graduate studentships taken up in the academic year 1976/77 is shown in Table 23.

Table 23. *New Research Council post-graduate awards 1976/77*

Agricultural Research Council	33
Medical Research Council	406
Natural Environment Research Council	475
Science Research Council	3 395
Social Science Research Council	1 831
Total	6 140
Bursaries	
Social Science Research Council	457
Intercalated Awards	
Medical Research Council	323

The Teaching Company

8.7 During the year good progress was made with the 'teaching company' scheme, promoted jointly by the Science Research Council and the Department of Industry, under which young graduates received training in a selected firm (the teaching company) complemented by instruction in a university or polytechnic; the number of projects launched rose to eleven. The central aim of the scheme is to raise the performance and standing of manufacturing engineering in the industrial and academic worlds by fostering closer and better relations between them. The programmes of teaching companies embrace both academic and industrial research with the intention of leading to new or improved manufacturing processes and at the same time of sustaining standards of post-graduate education and research in the cooperating academic institutions. Since programmes seek specific improvement in the manufacturing methods of teaching companies, they incorporate applied research development and application. Access to a teaching company gives participating academic staff and associates a unique opportunity to analyse and understand processes and activities in a manufacturing environment.

Proposed observatory in the Canary Islands

8.8 In June the Secretary of State approved a proposal by the Science Research Council for capital expenditure of up to £5.19 million on Stage 1 of a project involving the modification and transfer of the Isaac Newton telescope from the Royal Greenwich Observatory, Herstmonceux, where its effectiveness was hindered by poor visibility, to an observing site on La Palma in the Canary Islands and the provision of a further 1m telescope. This development would form part of a complex of observing facilities and the approval was subject to the negotiation with the other governments associated with the project (initially Spain, Sweden and Denmark), and with the scientific agencies also involved, of satisfactory agreements to govern the establishment and operation of the observing site.

9 Libraries

The British Library – the public library service – public lending right

The British Library

9.1 The British Library, which is under the control and management of the British Library Board, receives a grant-in-aid from the Department. The 1977/78 estimates presented to Parliament in March 1977 provided for a grant of £23.5 million. The year saw a major advance in the development of the Library's computer-based services with the introduction of on-line access to the British Library Automated Information Service (BLAISE), opened by the Secretary of State on 2 December. The Library also continued its programme for the conservation of its archival collections. Work on the detailed design of the new building at Euston continued with a view to a start being made on the construction of a substantial first phase in 1979/80.

The public library service

9.2 It is the duty of the Secretary of State under the Public Libraries and Museums Act 1964, section 1 (1) to superintend and promote the improvement of the public library service and to secure the proper discharge by local library authorities of their authorities of their statutory functions in England and Wales.

Local authority support

9.3 The gross current expenditure of local library authorities in 1976/77 was £168.2 million (compared with £148.8 million in the previous year). Their net expenditure was £162.2 million (CIPFA/SCT Public Library Statistics): this was less than had been assumed nationally when the rate support grant for 1976/77 was fixed. The Secretary of State and the Minister of State publicly commented on this and expressed their concern that it should not lead to a general lowering of standards in the library service. The rate support grant for 1977/78, as increased to allow for pay and price increases, took into account estimated net expenditure of £197.6 million on public libraries. The comparable estimated net expenditure for 1978/79 was £199.9 million; this was expected to allow some degree of recovery from the economies made in previous years.

Adequacy of library services

9.4 The Department's library advisers completed in 1977 a study begun in the previous year of public library services in six counties in the south-east of England; its object was to provide information about the problems of maintaining adequate library services in conditions of financial stringency. A report was prepared for consideration by Ministers with a view to publication.

Employment of newly qualified librarians

9.5 The Department continued to keep under review the employment of newly qualified librarians, an increasing proportion of whom were experiencing difficulty in finding professional appointments.

Library Advisory Council for England

9.6 The difficulties experienced by public libraries because of constraints on public expenditure continued to exercise the attention of the Council, which again conveyed its concern to Ministers. The Council's working party on library services for the disadvantaged completed its study and prepared a report for consideration by the Council early in 1978. Another working party set up in 1976 to explore the scope for further cooperation between libraries was helped by the British Library's agreement to undertake a survey of cooperation already taking place, with a view to presenting the results to the working party in 1978. The Council gave preliminary consideration to the role of the British Library in the national library network and the particular problems facing large city reference libraries which provide facilities for wide areas, in preparation for a more general study of the national organisation of library services in 1978. (See 11.16 for the Library Advisory Council for Wales).

Public lending right

9.7 Early in 1977 the House of Lords considered a Private Peer's Bill identical with the Government Bill on public lending right which did not succeed in passing the House of Commons in the previous year. The new Bill passed through all its stages in the House of Lords but legislative time could not be found for it in the House of Commons in 1977. A non-statutory scheme was under consideration at the end of the year, and a research programme was being undertaken to facilitate the eventual implementation of any public lending right scheme.

10 The Arts

The Arts Council of Great Britain – other sponsored bodies – the national heritage – national museums and galleries in England

10.1 The Department's responsibility for the arts broadly takes the form of maintaining the national museums and galleries in England and of subsidising other arts activities through the agency of the Arts Council of Great Britain and other bodies.

10.2 In 1976/77 the Estimates approved by Parliament authorised expenditure on the arts amounting to £65.6 million of which £21.9 million was devoted to museums and galleries and the remaining £43.7 million to grants to the Arts Council and other bodies such as the British Film Institute, the National Film School and the Crafts Advisory Committee. The Estimates for 1977/78 provided for a total expenditure on the arts of £72.9 million, of which £24.2 million was for museums and galleries and the remaining £48.7 million for the Arts Council and others.

Arts Council of Great Britain

10.3 Of the grant-in-aid of £37.2 million to the Arts Council of Great Britain in 1976/77, the Council allocated £4.5 million to the arts in Scotland and £2.9 million to the arts in Wales, through the Scottish and Welsh Arts Councils (which are technically committees of the Arts Council of Great Britain). In 1977/78 the Arts Council of Great Britain's grant was £41.7 million, of which £4.95 million was allocated to Scotland and £3.15 million to Wales.

10.4 During 1977 the National Theatre, one of the Arts Council's main clients, began to operate in all three auditoria of its new building on the South Bank.

National and regional activities

10.5 Pursuing its policy of encouraging more regional activity, the Council devoted an increasing proportion of its funds to activities outside London (including Scotland and Wales). This proportion had grown from less than one-third in 1956/57 to almost two-thirds of the total in 1976/77. The Council spent about a quarter of its total budget on the four national companies—the National Theatre, the Royal Opera House, Covent Garden, the English National Opera at the Coliseum and the Royal Shakespeare Company. Twenty years ago nearly half the Council's budget was spent on London-based national companies.

10.6 Towards the end of 1977 the Council mounted a rescue operation to save a number of provincial theatres, at present under commercial management, threatened with closure, by encouraging local interests, mostly local authorities in conjunction with others, to take them over.

Other sponsored bodies

British Film Institute

10.7 The British Film Institute, whose main purpose is to encourage the development of the art of the film, runs the National Film Theatre on the South Bank, maintains the National Film Archive, finances the production of some independent films, provides information and hiring services and assists the development and running of regional film theatres. Its grant-in-aid was £2.5 million in 1976/77 and £3.5 million in 1977/78. During 1977 the Institute acquired a site at Gaydon in Warwickshire and started the building of additional storage accommodation for historic film held by the Archive.

National Film School

10.8 The National Film School, which provides advanced training in all aspects of film making for some 75 students, received a grant-in-aid of £490 000 in 1976/77 and £500 000 in 1977/78. It also received financial support from the British Film Fund Agency and the Television Fund.

Association for Business Sponsorship of the Arts

10.9 1977 also saw the establishment of the Association for Business Sponsorship of the Arts (ABSA), set up on the initiative of industry with the help of a launching grant of £15 000 from the Department, to encourage business organisations to become involved in arts sponsorship in the United Kingdom.

Crafts Advisory Committee

10.10 During 1976/77 the Crafts Advisory Committee, out of its grant of £730 000, made grants to 43 crafts bodies and sponsored 15 exhibitions. The Committee also maintain a gallery at Waterloo Place and assist the Craft Centre in Earlham Street.

The national heritage

10.11 The Department was concerned to ensure, as far as possible, an adequate level for the purchase grants available to museums and galleries. Progress was made during the year in meeting the need for more money to prevent the dispersal of the national heritage. An extra £1 million for the heritage to be available from 1978/79 onwards was announced on 26 October, and large special grants were made to the Tate Gallery to help purchase the two paintings by George Stubbs and to the Victoria and Albert Museum's local purchases fund to help Birmingham City Art Gallery buy the Cornbury Park Bellini. The Department also provides the secretariat and assessor to the Reviewing Committee on the Export of Works of Art which, working to strictly specified criteria, could recommend the suspension of an export licence in order to give a public collection in this country the opportunity to purchase an outstanding item.

National Museums and Galleries in England

New galleries

10.12 Improvements in display at the national museums and galleries during 1977 included the preparation of new galleries such as the Exploration gallery

at the Science Museum and the West Wing galleries of the National Maritime Museum, the extension of the Duxford outstation of the Imperial War Museum and the rearrangement of galleries at the British Museum.

Financial provision

10.13 The Department provided £21.9 million in 1976/77 and £24.2 million in 1977/78 for the running costs of the institutions of which £3 million was for purchase grants. In addition there was expenditure by the Department of the Environment which in 1976/77 amounted to £3.1 million for new capital works, £1 million for furniture and supplies and £3.2 million for current expenditure, including the renovation and repair of buildings. The total DOE expenditure in 1977/78 was expected to reach £8.7 million.

The Queen's Silver Jubilee

10.14 The Queen's Silver Jubilee was celebrated in most of the national museums and galleries by special exhibitions on a variety of subjects. The number of visitors to these institutions rose from 19.5 million in 1976 to 21.7 million in 1977.

Staff reductions

10.15 The Government's commitment to reduce the size of the Civil Service affected the Science Museum and the Victoria and Albert Museum, which are parts of the Department (see *13.1*). Their Directors' proposals for dealing with staff reductions were approved by Ministers and the planned reductions proceeded during 1977. These proposals included some limitation of the hours of opening of the Victoria and Albert Museum and its outstations, and the closure of its Regional Services Department.

Circulating exhibitions

10.16 A conference was held by the Standing Commission on Museums and Galleries on 20–21 July to discuss future arrangements for circulating exhibitions to local museums and galleries. The conference demonstrated that new developments were practicable, and work on details of a scheme involving a much wider range of national institutions than had hitherto been concerned with the circulation of objects to the regions was started as a consequence. In July the Department announced a new scheme of Government indemnity to encourage more long-term lending of objects by the national collections in England to local museums and galleries maintained by local authorities and universities.

11 Wales

Secretary of State's responsibilities – reorganisation of higher and further education – building – adult education – youth service and community provision – Library Advisory Council for Wales

Secretary of State's responsibilities

11.1 The Secretary of State for Wales was responsible for all schools in the Principality. This chapter is concerned therefore only with those educational functions in Wales which were in 1977 the responsibility of the Secretary of State for Education and Science, other than universities (see 2.39 to 2.47). Ministerial responsibility was to be further changed in 1978 in accordance with the decision, announced by the Prime Minister on November 4, to transfer to the Secretary of State for Wales all functions in the Principality relating to non-university institutions of further and higher education, public libraries, the youth and community services, and adult education. The Secretary of State for Education and Science would continue to exercise responsibility for the University of Wales, the Research Councils, mandatory and post-graduate awards to students, and the pay, superannuation, qualifications, probation and medical fitness of teachers and cases of teachers' misconduct.

11.2 The educational and library interests were consulted about the details of the implementation of the transfer, which was expected to take effect on 1 April 1978.

Reorganisation of higher and further education

College mergers

11.3 During the year the mergers of St Mary's College, Bangor with the University College of North Wales, Bangor and of the Llandaff College of Education (Home Economics) with the University College, Cardiff were successfully completed. The operative dates of the mergers were respectively 1 September and 1 October.

Teacher training

11.4 In general the developments described earlier (see Chapter 3) affected Wales as they did England but one issue was of particular concern to Wales. Provisional plans, announced by the Secretary of State in January, for a reduction of the teacher training system in Wales were the subject of widespread representations from interests in the Principality. Having considered these representations and after consultation with the Secretary of State for Wales, the Secretary of State announced in July her final decision that teacher training should cease at the Polytechnic of Wales (the former Barry College of Education) and that the 1981 target for the remaining eight teacher training institutions should be determined as shown in Table 23.

11.5 In the 1976/77 session the total number of students in the nine Welsh colleges was 4791, of whom 4494 were on initial training courses. Certificates

in Education were awarded to 1464 students, art teachers' certificates to 50 students and BEd degrees to 578 students, including 209 to teachers in in-service training courses.

Table 23. *1981 targets for teacher training institutions in Wales*

	Number of places
Gwent College of Higher Education, Caerleon	450
South Glamorgan Institute of Higher Education, Cardiff	550
North East Wales Institute of Higher Education, Cartrefle	400
West Glamorgan Institute of Higher Education, Swansea	300
Bangor Normal College	350
Trinity College, Carmarthen	500
Llandaff College of Education (to merge with University College, Cardiff)	200
St Mary's College Bangor (to merge with University College of North Wales)	150
Total	2900

11.6 Of the 187 students receiving the Certificate of Proficiency in Bilingual Teaching, 133 received Form 3 of the Certificate for teaching Welsh and English as second languages and teaching through the medium of Welsh.

Further education

11.7 In Wales, as in England, the continuing high level of unemployment, particularly among young people, continued to make demands on the further education service and a number of measures were taken to meet the situation. These have already been outlined (see 2.3 to 2.15).

11.8 The provisional estimate of number of students attending grant-aided major further education establishments in Wales in November 1976 were: 24 912 full-time and sandwich, 29 332 part-time day and 19 849 evening only students. At the Polytechnic of Wales approximately 3357 students were enrolled on all courses in November 1976 compared with 3349 students in 1975.

11.9 The Secretary of State approved the articles of government for the Welsh Agricultural College, Aberystwyth.

Building

Major projects

11.10 The restrictions on capital building programmes announced by the Government at the end of 1976 meant that the major project at the North East Wales Institute of Higher Education in the 1976/77 programme had to be deferred and that the capital programme for 1977/78 was much reduced. Two major projects only were included in that programme – one at the Llandrillo Technical College, Clwyd, and the other second phase of the rebuilding of the Montgomery College of Further Education at Newtown, Powys. These two non-advanced projects totalled £686 000.

Minor works

11.11 In addition the sum of £108 000 was allocated initially for minor works in Clwyd, Dyfed, Gwent, Gwynedd, Mid Glamorgan and South Glamorgan. Later in the year a further sum of £100 000 was allocated to the programme from further capital made available by the Government as a boost to the construction industry. In Wales this provided for further minor works in Clwyd, Dyfed, Gwent, Powys and South Glamorgan. The majority of these projects were designed to improve facilities for handicapped students.

1978/79 programme

11.12 However, at the end of the year, a much larger major works capital building programme was announced for 1978/79, amounting to £2.2 million for non-advanced further education and £0.5 million for advanced further education. This will provide for the completion of the new Montgomery College of Further Education at Newtown, Powys, and for much needed improvements, alterations or extensions at the colleges at Bangor, Brecon, Carmarthen, Cross Keys, Dolgellau, Kelsterton, Neath, Pencoed, Port Talbot, Rhondda, Swansea, Ystrad Mynach and at the Polytechnic of Wales. Bids for a substantial minor works programme of £300 000 were also being considered.

Adult education*Grants to responsible bodies*

11.13 Grants totalling nearly £418 000 for the academic session 1976/77, compared with £394 000 for the academic session 1975/76, were made to the seven responsible bodies providing courses of liberal adult education in Wales. In addition a deficit grant of some £12 500 was paid to the WEA District in North Wales. The grant to Coleg Harlech in 1976/77 amounted to almost £240 000 compared with £220 000 in 1975/76.

Student numbers

11.14 Provisional student numbers in evening institutes and adult education classes provided by local education authorities were 119 300 in November 1977 compared with 105 000 in 1976. More than 33 000 students were registered on courses of adult education provided by responsible bodies in 1975/76.

Youth service and community provision

11.15 Grants allocated by the Department through local education authorities towards projects started in 1977/78 amounted to some £21 000 for voluntary youth projects compared with £117 000 in 1976/77, and £108 000 for voluntary village halls and community centres compared with £141 000 in 1976/77.

Library Advisory Council for Wales

11.16 The Report of the Working Party on Library Services in Rural Areas was submitted to the Minister for the Arts with a view to its subsequent publication. The Working Party continued its examination of the prospects for developing a more closely interrelated library system for Wales.

12 Finance

Public expenditure on education – rate support grant – Expenditure Steering Group – Education – grants to voluntary bodies

Public expenditure on education

1977 review

12.1 The implications of the 1977 review of public expenditure for education and its related programmes were set out in Chapter 10 of the *Government's Expenditure Plans 1978–79 to 1981–82*, Cmnd 7049. Overall expenditure levels for the years to 1981/82 were forecast to remain relatively stable, but some slight relaxation of earlier constraints was considered possible. Falling rolls in the schools lead to inevitable diseconomies of scale and to problems related to the deployment of existing teaching staff. Economy measures in recent years had, in many cases, resulted in a lower standard of provision of books and equipment. The expenditure forecasts in the White Paper made provision for additional staff to alleviate the problems of deployment and to maintain existing teaching standards. Allowance was made for a small increase in unit costs relating to books and equipment. Continuing allowance was made for a limited building programme for special schools, and a special allocation was made to assist progress towards comprehensive reorganisation of secondary schools. The expenditure forecasts for higher education made allowance for expansion to 310 000 students in universities and 250 000 in other higher education institutions by 1981/82.

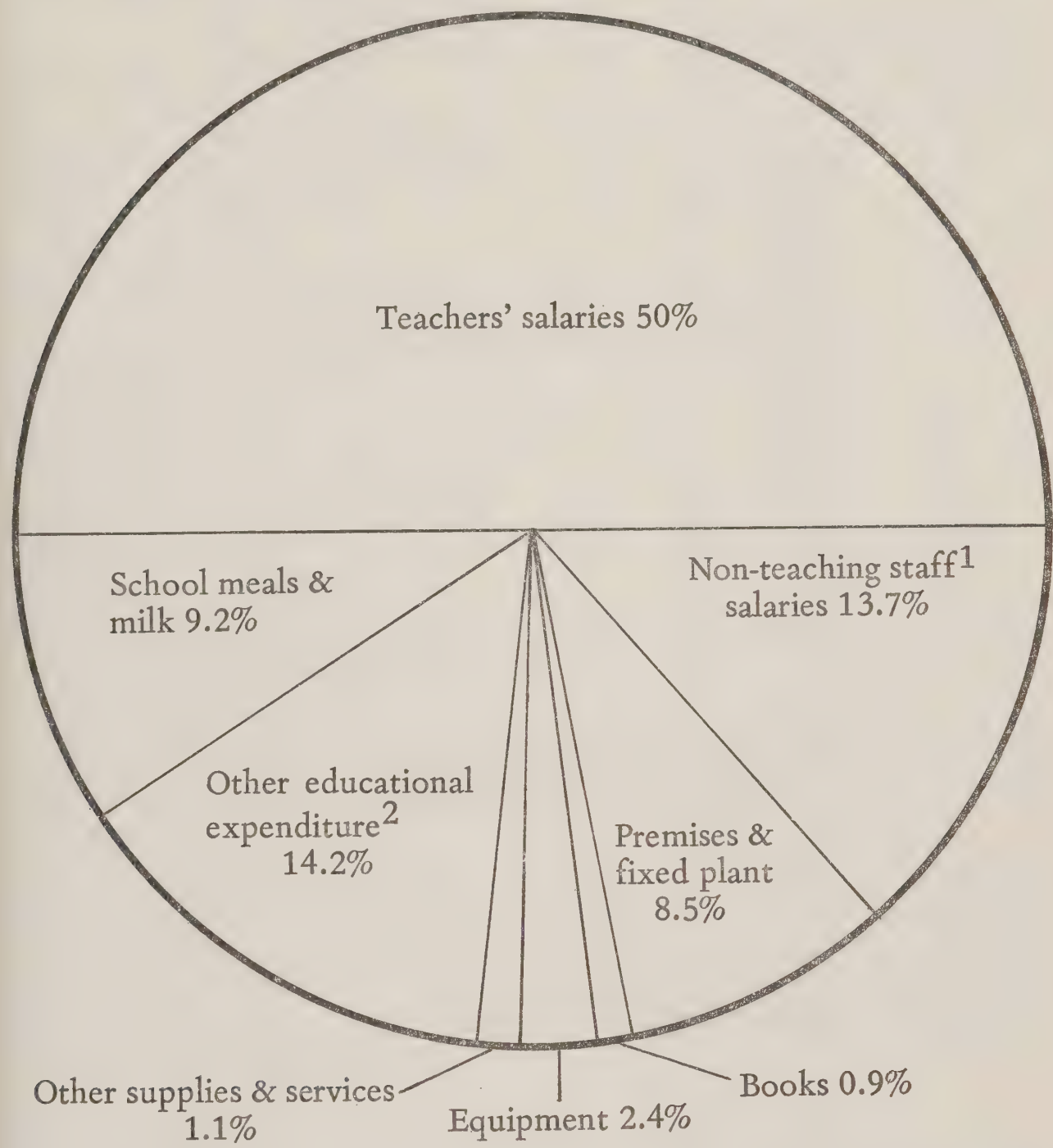
12.2 The science budget forecasts showed a modest increase over the levels of expenditure forecasts in Cmnd 6721, with continuing emphasis on redeployment of resources away from 'big science' and into other fields, including engineering (see 8.2). Some increase was also made in planned expenditure on the arts (see 10.11).

Breakdown of expenditure

12.3 In 1976/77 public expenditure on education in England and Wales (excluding Welsh schools, which were the responsibility of the Welsh Office) and on universities in Great Britain was £6525.5 million compared with £5797.7 million in 1975/76. Table 24 sets out the main heads of expenditure, together with the corresponding figures for the two years. Expenditure in Wales on school meals and milk was £282.2 million in 1976/77 compared with £247.4 million in 1975/76.

12.4 The following chart shows how local authorities divided their gross current educational expenditure in 1976/77, including their expenditure on school meals. The chart brings out clearly how large a proportion of local authorities' expenditure went on staff. The percentages are based on a figure of £5960 million.

Local Authority Recurrent Expenditure on Education in 1976-77



1 Non-teaching staff include administration staff, caretakers, cleaners and maintenance staff.

2 'Other educational expenditure' includes student awards, transport between home and school, the cost of children at schools maintained by other local education authorities, and the fees paid to non-maintained schools in respect of local education authority pupils.

12.5 Table 25 shows the net average cost of tuition per pupil or student for different institutions and ages or levels of study.

Table 24. *Summary of public authority education expenditure falling within the area of the responsibility of the Secretary of State.*
£million (outturn prices)

	1975/76		1976/77			
	Current	Capital	Total	Current	Capital	Total
Schools (England):						
Under-fives ¹	106.4			127.4		
Primary	1135.9	395.8	3408.5	1273.2	391.1	3825.8
Secondary	1446.3			1656.1		
Other ²	324.1			378.0		
Further education (England and Wales) including teacher training	943.6	81.7	1025.3	1040.2	75.8	1116.0
Universities (Great Britain)	649.9	102.3	752.2	776.0	101.5	877.5
Other educational services	283.0	10.1	293.1	313.8	10.8	324.6
School meals and milk (England) ³	318.6		318.6	381.6	—	381.6
Total ⁴	5207.8	589.9	5797.7	5946.3	579.2	6525.5

1 Includes nursery schools, nursery classes and other classes for children under five years of age in primary schools.
2 Includes special schools, fees and grants to independent and direct grant schools, child guidance and other health services and transport of pupils between home and school.
3 Capital expenditure in respect of the school meals service is included in that for schools.
4 Does not include loan charges paid by local authorities, which amounted to £337.9 million in 1975/76 and £445.2 million in 1976/77.

Table 25 Net recurrent institutional costs¹ per full-time pupil/student from public funds (England and Wales)

Financial year	1977 Survey prices (£)	
	1975/76	1976/77
Nursery schools	679	714
Primary schools	288	297
Secondary schools		
pupils aged 11–16	419	422
pupils aged 16–plus	766	773
Special schools	1386	1461
Evening institutes	205	195
Major establishments of further education (excluding polytechnics)		
non-advanced work	900	890
advanced work	1400	1370
Polytechnics		
non-advanced work	1460	1240
advanced work	2260	1930
Colleges of education	1550	— ²
Universities (Great Britain)	2425	2400

1 Defined as the ratio of net public expenditure to the full-time equivalent number of pupils or students participating.

2 Separate information not collected for former colleges of education. Where they have merged they are subsumed within the designation of the new institution: otherwise they are included in major establishments of further education. The effect has been to reduce the overall unit costs in real terms, as can be seen by comparing the two columns.

12.6 Local authority expenditure on awards to students in universities, further education and polytechnics was £306 million in 1976/77 (of which £288 million was on maintenance and £78 million on fees). This total compared with £252.8 million in 1975/76. Expenditure by the Department of Education and Science and the Research Councils amounted to £38 million in the financial year 1976/77.

Rate support grant

12.7 The Rate Support Grant (RSG) system is the principal means by which the Government gives financial assistance towards the cost of services provided by local authorities, and education accounts for more than half of such expenditure. Each year the Government, in consultation with the local authority associations, forms a view on the total amount of expenditure which it would be reasonable for authorities collectively to incur in the coming financial year. Although the estimates of expenditure on the various services are taken into account in arriving at a total of accepted relevant expenditure, the RSG is a block grant, and local authorities are free to determine in the light of local needs and circumstances how their share of the grant should be allocated between and within services.

1977/78 settlement

12.8 The RSG settlement for 1977/78 was based on forecasts of local authority current expenditure which included £5318.2 million on education, £413.5 million on school meals and milk, and £197.6 million on local libraries, museums and art galleries (all at November 1977 prices).

Increase Order

12.9 The Government made a first Increase Order for 1977/78 to take account of the effect on local authorities of pay and price changes up to November 1977. The cash limit for the year was increased by £16 million in fulfilment of the Government's undertaking, given on 15 July 1977 by the Chancellor of the Exchequer, to reimburse authorities fully for the costs incurred by the extension of the free school meals scheme.

1978/79 settlement

12.10 The RSG settlement for 1978/79, announced on 18 November, was based on forecasts which included £5360.5 million for education, £334.4 million for school meals and milk and £199.9 million for libraries, museums and art galleries (November 1977 prices). The total forecast for education and related services represented a slight increase over the amount which authorities were estimated to be spending in 1977/78. The settlement included additional resources to help the young unemployed and those on further education courses which did not attract mandatory awards; the authorities undertook to keep the Secretary of State informed of the scale and pace of this developing programme. The main implications of the settlement for the education and libraries services were described in DES Circular 1/78 prepared for publication in January 1978.

Expenditure Steering Group – Education

12.11 One of the most important developments during 1977 was the extension of the work of the Expenditure Steering Group—Education (ESGE) and its sub-groups comprising officials of the Department and the local authority associations. ESGE continued to provide assessments of the policy implications of the forecasts of local authority expenditure on education used for RSG purposes in reports to the Consultative Council on Local Government Finance. It also discussed a wide range of matters including the scope for economies in the operation of the school meals service; non-teaching costs in primary and secondary schools; aspects of educational building and school transport; the case for an element of specific grant for education purposes following the publication of the Government's Green Paper on Local Government Finance, Cmnd 6813; and education opportunities for the young unemployed.

12.12 Grants to voluntary bodies for education services were made under the Educational Services and Research Grant Regulations, 1946 (Grant Regulations No 4). These grants were made for various purposes, such as for administrative expenses or for the provision of an information service.

Table 26. *Grants to voluntary bodies*

Organisation	Grant made or approved in 1977/78
Association of Teachers in Colleges and Departments of Education	8 000
British Association for the Advancement of Science	3 000
British Association for Early Childhood Education (formerly called Nursery School Association of Great Britain and Northern Ireland)	500
Business Education Council	1 000
Centre for Information on Language Teaching	161 000
Centre on Educational Disadvantage	164 160
*Council for Educational Technology for the United Kingdom	449 190
Council for Education in World Citizenship	10 000
Council for the Accreditation of Correspondence Colleges	5 000
Fund for International Student Co-operation	45 000
National Association of Gifted Children	5 000
National Bureau for Handicapped Students	10 000
*National Foundation for Educational Reserach	10 000
National School Sailing Association	4 500
One World Trust	7500
Pre-School Playgroups Association	22 000
Social Morality Council	3 500
Standing Conference on Schools' Science and Technology	6 000
Technician Education Council	472 000

Where the grant included an element of research, as in the case of the bodies marked *, the relevant sums are also reported in Appendix 1.

13 Departmental staff and organisation

Staff numbers – Departmental management review

Staff numbers

13.1 The numbers of staff in the Department excluding HMI (see 4.2) and in the Departmental Museums on 31 December 1977 and the previous two years is set out in Table 27. The reduction over the two-year period reflects the Government's determination to restrain the size and cost of the Civil Service.

Table 27 *Staff in the Department, excluding HMI, and in the Departmental Museums on 31 December 1977 and the previous two years.*

Department of Education and Science	1975	1976	1977
London	1 659	1 590	1 518
Darlington	726	704	662
University Grants Committee	114	116	109
Sub-total	2 499	2 410	2 289

Departmental Museums			
Victoria and Albert Museum	689	681	619
Science Museum	527	521	474
Sub-total	1 216	1 202	1 093

Departmental management review

13.2 As part of a cycle of management reviews of major departments, a review of the Department was started in July 1977. Its purpose was to establish in broad terms the most effective method of discharging the Department's functions combined with the efficient use of available resources.

13.3 The review, which was expected to take about a year to complete, was being directed by a steering committee under the chairmanship of the Permanent Secretary and conducted by a joint Departmental/Civil Service Department review team. The views of any organisation or person with an interest in the working of the Department were sought and would be taken into account during the course of the review.

APPENDIX 1

Research and development

The following information (some of which appears in other publications) describes the Department's involvement in research and development and is produced in accordance with the Select Committee on Science and Technology *Government observations on first and fourth reports sessions 1971/72*, Cmnd 5177 paragraphs 43, 45.

(i) Education and libraries

The Supply Estimates for the financial year 1977/78 including the following subheads in the Department's Vote—Central and Miscellaneous Services, Class X, Vote 6:

	1977/78 Estimates	1976/77 outturn expenditure (outturn prices)
	£	£
Subhead C1 Educational Services and Research	5 312 090	3 945 460
Subhead C2 Schools Council	1 258 000	1 161 000
Subhead C3 Organisation for Economic Cooperation and Development	84 910	69 730

Within these three subheads the following sums were specifically concerned with research and were included in the total figure (incorporating receipts) of £3 465 000 for 1977/78 shown on page 41 of the Memorandum by the Chief Secretary to the Treasury, *Supply Estimates 1977-78*.

	£	£
Subhead C1 Educational Research		
General Educational Research	1 453 000	1 027 400
Council for Educational Technology†	235 000	211 100
National Foundation for Educational Research	10 000	10 000
Computer Assisted Learning Programme	669 000	785 000
Subhead C2 Schools Council expenditure on research and development from within grant-in-aid	1 082 000	1 002 500
Subhead C3 Centre for Educational Research and Innovation	57 270	48 900

The Chief Secretary's Memorandum also showed salaries of the Department's own staff (mainly professional grades but including some supporting staff) engaged on research:

£	£
46 000	42 000

The Department's support of educational research is represented by the £1 453 000 above. This includes the expenditure expected to be incurred during the financial year 1977/78 on all current projects included in the Department's general educational research programme.

These figures do not include research undertaken by the universities (estimated £167.2m 1976/77 see Table 7 of the Chief Secretary's Memorandum).

(ii) Research projects

The main projects approved or completed within the general educational research programme of the Department during 1977 are listed in the following tables.

†National Council for Educational Technology prior to 1 October 1973.

Table A Main projects approved within the Department's General Educational Research Programme during 1977.

Researcher and/or Institution	Title	Cost £	Date approved	Estimated duration
Professor M Kogan Brunel University	Study of problem pupils in outer London secondary schools: disaffected pupils project	132 000	February	3 years
Mr M J Kirton Hatfield Polytechnic	Development of a job knowledge index—Phase II	53 294	March	3½ years
Mr G John National Association of Youth Clubs	Youth and race in the inner city	35 469	March	3 years
National Foundation for Educational Research	Continuity of children's experience	85 151	April	3½ years
National Foundation for Educational Research	Assessment of performance in language (main project) of pupils in schools in England	305 513	May	5 years
National Foundation for Educational Research	Assessment of performance in mathematics (main project) of pupils in schools in England	327 095	May	5 years
National Foundation for Educational Research	Assessment of performance in practical mathematics of pupils in schools in England	75 569	May	5 years
National Foundation for Educational Research	Services connected with the assessment of performance of pupils in certain subjects in schools in England	121 208	May	5 years
Mr N H Evans Cambridge Institute of Education	Preliminary evaluation of in-service BEd degrees	22 778	July	2 years
National Foundation for Educational Research	Education of handicapped children in ordinary schools	118 875	July	3 years
Professor G W Roderick University of Sheffield	Study of mature students in further and higher education	18 092	July	2 years
Dr R Bolam University of Bristol	An evaluation study of school-focussed in-service training programmes	29 773	August	2½ years
Professor P J Black/ Professor P J Kelly Chelsea College, University of London	Assessment of pupils' scientific development	247 871	September	5 years
Professor D Layton University of Leeds	Assessment of pupils' scientific development	228 486	September	5 years

Table A continued

Researcher and/or Institution	Title	Cost £	Date approved	Estimated duration
Mr J Killeen National Institute for Adult Education	Paid educational leave —an assessment of the provision, development and effects	46 000	September	2 years
Professor J E Merritt Open University	A school-focussed pattern of in-service training for school teachers	58 380	September	3 years
Dr H Judge University of Oxford	Support for a development group of the Oxford Educational Research Group	20 000	September	1½ years
Professor J P C Roach University of Sheffield	An investigation into severe attendance and behaviour problems and compensatory projects	31 632	September	2 years
Professor E W H Briault University of Sussex	Falling rolls in secondary schools	28 120	October	2 years
Mr A Oxford National Youth Bureau	Careers of students from the specialist youth and community work courses	21 936	November	2¼ years
Mr P J Wedge National Children's Bureau	Evaluation of aspects of educational progress in selective and non-selective secondary schools	21 504	December	1½ years

Table B Main projects completed within the Department's General Educational Research Programme during 1977

Researcher and/or Institution	Title	Cost £	Completed
Mr M Chazan/Dr A F Laing University College of Swansea	Services for parents of handicapped children under five	11 549	January
Mr D G Morgan Centre for Research in Social Sciences	A study of student accommodation needs in higher education	29 112 DES 7 674 SED 36 786	February
National Foundation for Educational Research	Evaluation of Phase II of the colleges of education curriculum project	36 228	February
Dr M M Clark University of Strathclyde	Pre-school education: handicapped and exceptional children	10 001	March
Dr L G Mee University of Nottingham	Study of organisational and management structures and practices in LEA adult education	25 016	March

Table B *continued*

Researcher and/or Institution	Title	Cost £	Completed
Professor M Kogan Brunel University	Analysis of relationships between teachers, parents and supporting social services in secondary schools	71 466	May
National Foundation for Educational Research	The development of learning ability tests	77 378	June
Mr J Sandhu Polytechnic of Central London	Effect of physical environment upon educational development of severely handicapped children	12 371	June
Mr A M Rodgers/ Mr F Dewhurst/ Mr W M Cassells The School of Industrial Design, Leicester Polytechnic	Fume extraction feasibility study	21 529	June
Professor R H Osborne/Dr F H Molyneux University of Nottingham	Spatial aspects of higher education provision in the East Midlands	10 900	August
Dr M Kellmer Pringle National Children's Bureau	National Child Development Study: third follow up of the 1958 cohort, at 16 years	189 972 DES 189 972 DHSS 379 944	September
Professor P Mittler Hester Adrian Research Centre, University of Manchester	Parental involvement in facilitating the development of young mentally handicapped children	36 400	September
Dr R Evans National Children's Bureau	Employment experiences of handicapped school leavers aged between 16 and 18 years	62 111	September
Mr G Glew Catering Research Unit University of Leeds	Nutritional evaluation of school meals when based largely on convenience foods	55 675	October
Dr H G Judge University of Oxford	Banbury School: research into the social and academic consequences of different patterns of internal secondary school organisation	43 156	December
Mr D E Preddy Hester Adrian Research Centre, University of Manchester	Characteristics of severely educationally subnormal children in the North West	39 102	December
Mr A H Charnley National Institution of Adult Education/BBC	A study of broadcasting roles in mass literacy remedial education	53 000	December

APPENDIX 2

Orders under the Education Acts, etc

The following table shows the number and description of the Orders made under the Education Acts 1944 to 1976, together with certain other enactments, during the year 1977.

Orders under the Education Acts 1944 to 1976¹

Classification of voluntary schools (Section 15)	
Controlled schools	10
Aided schools	18
Revocation of aided status of schools (Section 15(4))	2
Transfer of school to new site (Section 16(1))	39
Substitution of school (Section 16(2))	4
Certificates of expenses attributable to displaced pupils (Section 104)	6
Expenses of enlargement of controlled schools (Section 1 1946 Act)	13
Division of schools (Section 2 1946 Act)	5
Costs of establishing controlled schools (Section 2 Education (MP) Act 1953)	5
Direction that schools be deemed primary or secondary (Section 1(2) (1964 Act))	76
Transitional Exemption Order (Sex Discrimination Act 1975 Section 27(1))	8
Management and government of schools (Section 17)	
Instruments of management (primary schools)	46
Instruments of government (secondary schools)	60
Articles of government (secondary schools)	42
School struck off Register; premises disqualified from being used as a school, or teacher disqualified (Section 72)	3
Removal of disqualification of teacher (Section 74(1))	1
Acquisition of land: compulsory purchase orders confirmed (Section 90)	20
Revocation or Varying Orders (Section 111)	5
Modifications to trust deed or other instrument (Section 1(2), Education Act 1973)	9
Under other Acts, etc:	
Diocesan Education Committees Measure 1955	1
Public Libraries and Museums Act 1964: Byelaws confirmed	8
Sex Discrimination Act 1975:	
Modification of Trust Instrument (Section 78(2))	9
Designation of training body (Section 47 (4))	1
Order for payment of costs of Public Inquiry (Section 250(5), Local Government Act 1972)	1
Total	392

¹The Sections referred to are Sections of the Education Act 1944, except where otherwise stated.

Statutory Instruments made by the Secretary of State during 1977

	Statutory Instrument No.
Contracted-out Employment (Teachers) Regulations 1977	SI 1977/1678
*Diocese of Coventry (Educational Endowments) Order 1977	SI 1977/1886
*Diocese of Guildford (Educational Endowments) Order 1977	SI 1977/2181
*Diocese of Peterborough (Educational Endowments) Order 1977	SI 1977/1123
*Diocese of Salisbury (Educational Endowments) Order 1977	SI 1977/1194
*Diocese of Southwell (Educational Endowments) Order 1977	SI 1977/516
*Diocese of Worcester (Educational Endowments) Order 1977	SI 1977/2029
Further Education (Amendment) Regulations 1977	SI 1977/887
Local Education Authorities Awards (Amendment) Regulations 1977	SI 1977/536
Local Education Authorities Awards Regulations 1977	SI 1977/1307
Local Education Authorities Awards (Amendment) Regulations 1977	SI 1977/1409
*National Gallery (Lending Outside the United Kingdom) Order 1977	SI 1977/505
*National Gallery (Lending Outside the United Kingdom No 2) Order 1977	SI 1977/2078
Non-maintained Special Schools (Fees) Regulations 1977	SI 1977/278
Provision of Milk and Meals (Amendment) Regulations 1977	SI 1977/385
Provision of Milk and Meals (Amendment) (No 2) Regulations 1977	SI 1977/1193
Provision of Milk and Meals (Amendment) (No 3) Regulations 1977	SI 1977/1684
Rate Support Grants (Adjustment of Needs Element) (Amendment) Regulations 1977	SI 1977/1342
Rate Support Grants (Adjustment of Needs Element) (Amendment No 2) Regulations 1977	SI 1977/2002
Remuneration of Teachers (Further Education) (Amendment) Order 1977	SI 1977/61
Remuneration of Teachers (Further Education) (Amendment No 2) Order 1977	SI 1977/1501
Remuneration of Teachers (Primary and Secondary Schools) (Amendment) Order 1977	SI 1977/292
Remuneration of Teachers (Primary and Secondary Schools) Order 1977	SI 1977/915
Scholarships and Other Benefits Regulations 1977	SI 1977/1443
Students' Dependents' Allowances Regulations 1977	SI 1977/1308

*These Statutory Instruments are not on sale; the others are priced documents obtainable from HMSO.

APPENDIX 4

Circulars and Administrative Memoranda issued during the period 1 January 1977 to 31 December 1977

Circulars

Circular Number	Title of Circular	Date of publication
1/77	Tuition fees in further education 1977-78	14 January
2/77 (Welsh Office 54/77)	Provision of Milk and Meals (Amendment) Regulations 1977	15 March
3/77 (Local Authority (77)5 DHSS) (Department of Environment 37/77) (Circular 51/77 Home Office) (Circular 2/77 Department of Transport) (Circular 1/77 Department of Employment) (Circular 5/77 Department of prices and Consumer Protection) (Circular 58/77 Welsh Office)	The Government expenditure plans (Cmnd 6721): implications for local authority expenditure 1976-79	5 April
4/77 (Department of Environment 54/77) (Circular 103/77 Home Office) (Circular 11/77 DHSS)	Race Relations Act 1976	10 June
5/77	Falling numbers and school closures	13 June
6/77 (Welsh Office 120/77)	Education Act 1976: support by local education authorities of education in non-maintained schools	28 July
7/77 (Welsh Office 119/77)	Provision of Milk and Meals (Amendment) (No. 2) Regulations 1977)	26 July
8/77	Tuition fees and admissions to further education establishments and awards: Race Relations Act 1976	18 August
9/77 (Department of Employment 92/77)	Leisure and the quality of life	26 September
10/77 (Welsh Office 165/77)	Unemployed young people: the contribution of the education service	30 September
11/77	The training of teachers for further education	17 November

Circular No.	Title of Circular	Date of publication
12/77 (Welsh Office 186/77)	Provision of Milk and Meals (Amendment) (No. 3) Regulations 1977	11 November
13/77	Approval of equipment purchases at establishments of further education	17 November
14/77 (Welsh Office 185/77)	Local education authority arrangements for the school curriculum	29 November
15/77	Information for parents	25 November

Administrative Memoranda

Administrative Memorandum Number	Title	Date of publication
1/77	The Teachers' Superannuation Regulations 1970	12 January
2/77	Salary scales for teachers in establishments for further education	14 January
3/77 (Welsh Office 1/77)	Constructional standards for main- tained and direct grant educational building in England and Wales (Revision)	31 January
4/77 (Welsh Office 2/77)	Further education for unemployed young people	10 February
5/77 (Welsh Office 3/77)	Commonwealth Day	18 February
6/77 (Welsh Office 4/77)	Approval of fees at non-maintained special schools and establishments for the further education and training of disabled persons	3 March
7/77	Salary scales for teachers in primary and secondary schools	4 March
8/77 (Welsh Office 5/77)	Educational building—minor works	18 March
9/77	Training and retraining of teachers of Mathematics, Physical Sciences and Craft, Design and Technology	26 May
10/77	Salary scales for teachers in primary and secondary schools	30 May
11/77	Exchange and interchange of teachers and assistants with overseas countries 1978-79	18 July
12/77 (Welsh Office 6/77)	Links between the training and fur ther education services	1 August
13/77	Salary scales for teachers in establishemnts of further education	8 September
14/77 (Welsh Office 7/77)	Threatened industrial action in the fire services	11 November
15/77 (Welsh Office 8/77)	Health education in schools	7 December

APPENDIX 5

Publications

Parliamentary Publications

Cmnd 6750 University Grants Committee Annual Survey Academic year 1975-76	£1.00
Cmnd 6869 Education in schools: a consultative document	£1.10

Non Parliamentary Publications

A new partnership for our schools—Taylor Committee Report	£3.25
Educating our children: background paper to regional conferences on education	Free
The educational system of England and Wales	Free
Environmental education in the UK 1977	Free

Building

Building Bulletin No 55 Energy conservation in educational buildings	£1.30
Design Note 15 Crewe central area development	
Laboratories Investigation Unit Bulletins:	
No 8 The conversion of buildings for science and technology	Free
No 9 The Charles Darwin Building Bristol Polytechnic	£4.00
No 10 Research laboratories, design for flexibility	Free
A study of school building. Report by an inter-Departmental group	£5.50

Lists

Circulars and Administrative Memoranda issued during the period 1 January 1977 to 31 December 1977	£2.60
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Post-school education

Choose your Course series	Free
Finding out	
Going to college	
Languages at work	
Careers in teaching	
What next after school?	
Office and business studies	
Caring for people	
All about the Dip HE	
On from A-level	
After O-levels	
A future in engineering	
Getting a grant	
Agriculture education	Free

Student grants

Grants to students: a brief guide 1977	Free
List of courses designated as comparable to first degree courses for the purpose of awards	Free
List of part-time teacher training courses designated for the purpose of awards	Free

Postgraduate Awards 1—postgraduate study in the humanities, state bursaries	Free
Postgraduate Awards 2—State studentships and major state studentships for postgraduate study in the humanities. 1977	Free
Postgraduate Awards 3—Information science studentships and fellowships. 1977	Free
Postgraduate awards for librarianship and information science, 1977. Notes for the guidance of students	Free
State bursaries for adult education 1977. Courses at long-term residential colleges.	Free
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